

THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

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OTTAWA - CARLETON
PLANNING POLICY
IN REVIEW

DRAFT

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OTTAWA-CARLETON: PLANNING POLICY IN REVIEW

INTRODUCTION

Why Review the Official Plan?

The Ottawa-Carleton Official Plan was prepared between 1970 and 1974, a period of strong economic growth and strong pressures for development. At the time not all of the area municipalities had comprehensive local official plans to direct development, and there was concern about the possible adverse consequences of scattered development. Moreover there was a need to extend services to the newly developing areas.

Today economic growth and population growth have slowed considerably. The Region's Official Plan has been in place for nine years, and all of the eleven area municipalities also have official plans in place. Because of the programs adopted by the Region and the area municipalities adequate serviced urban land is available. While the fear of being overwhelmed by development has waned, new concerns and issues have come to the fore. Among these new concerns are conservation of energy and a heightened need to make efficient use of the limited financial resources of municipalities.

All of these changes in circumstances and attitude contribute to the need to review the Regional Official Plan.

Report Format

Over the past two years a great deal of data collection and analysis has been completed in areas such as land use, population and employment. This report applies the results of this work to an analysis of the effectiveness of the policies in Parts 2, 3 and 4 of the Regional Official Plan. This report concludes the first phase of the Official Plan review process. Work on the second phase, development of land use options and evaluation criteria, is already underway.

An initial reassessment of the goals and subgoals in Part 1 of the Plan has been the subject of a separate investigation. The investigation consisted primarily of open-ended discussions between staff of the Policy and Program Division and representatives of various agencies and community interests. It was concluded that the goals and subgoals are sufficiently comprehensive. Further refinement and/or weighting of the goals and subgoals will be done in the context of the evaluation of the various land use options for the urban structure and rural settlement pattern.

Part 5 of the Plan, Natural Resources and Environmental Management, is not included in this review because the environmental policies concerning conservation areas, river corridors and mineral resources have all been the subject of special studies since the Plan was adopted. However, a review of the agricultural resource designation and policies will be conducted when the new mapping of soils and agricultural capability being prepared by the University of Guelph for the Ontario Ministry of Agriculture and Food is available (anticipated in Summer 1983).

The remainder of this first section of the report reviews the strategic elements in Part 2 of the Plan which affect both the urban and rural areas of the Region. These strategic elements include the fundamental assumptions on the scale of Regional

population growth as well as the relationship between urban and rural growth. The section concludes with a brief description of the urban structure and rural settlement pattern in the 1974 Plan.

The next two sections of the report deal separately with policies as they affect the urban and rural areas.

The urban policy review, Section 2, includes discussion of urban policies in Part 2 of the Plan, Scale and Structure of Growth, as well as the policies in Parts 3 and 4, Transportation and Utilities, and Cultural Resources and Community Facilities.

The rural policy review, Section 3, deals primarily with the rural residential policies contained in Part 2 of the Plan.

SCALE OF GROWTH

The Regional Official Plan is based on the assumption that a population of one million persons in the planning area (RMOC) might be achieved within a time frame of 25 to 40 years.

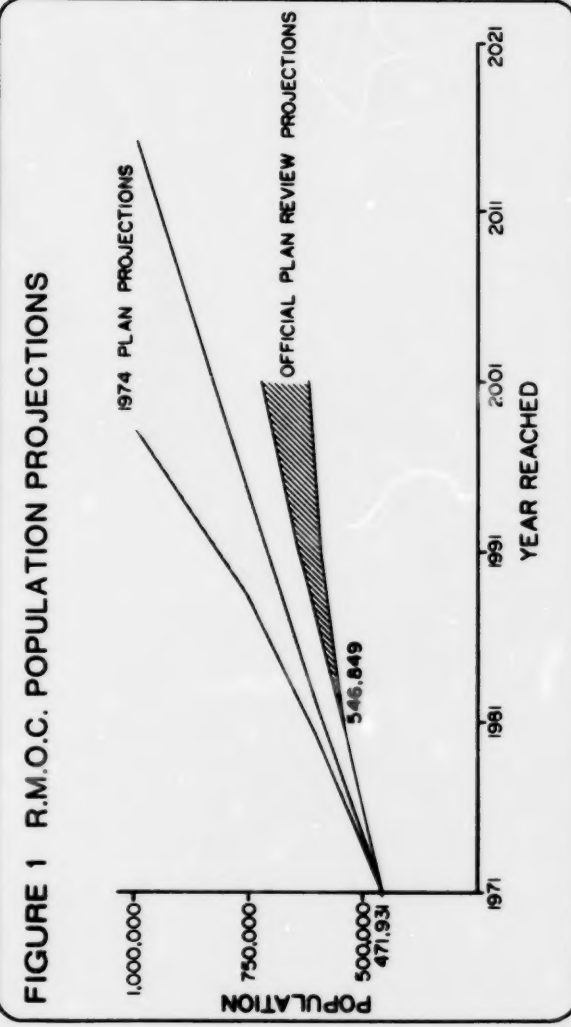
The anticipated population growth was based on a continuation of growth rates experienced during the 1961-71 period.

At the time the Plan was prepared, it was expected that RMOC would reach a population of 600,000 persons between 1980-1982. The 1981 RMOC population, according to the final count of the 1981 Census, was 546,849. This slower than anticipated population growth is one of the major reasons why a comprehensive review of the Regional Official Plan is needed.

The slower population growth of the past decade was the result of two factors. The first and more important factor was less employment-induced migration to RMOC, due to slower economic growth. The second but less significant factor was fewer births. The estimated 1980 total fertility rate in Ottawa-Carleton is 1380 births per 1000 women aged 15 to 49, well below the replacement level of 2100-2200 births per 1000.¹

Figure 1 contrasts the population projections of the 1974 Plan with revised projections. The range of revised population projections developed for the Official Plan Review is a low of 623,000 to a high of 723,000 in 2001. The assumptions concerning fertility and mortality are the same for both the high and low projections; but the assumptions concerning net-migration differ. The prime determinant of net-migration is job creation. The low population projection is associated with an average increase of approximately 3000 jobs per year and an average level of net-migration of 1760 people per year. The average rates associated with the high projection are approximately 7500 new jobs per year and a net-migration level of 6000 people per year.

¹Details on past trends in population growth and on population projections are available in the report Population Projections, Ottawa-Carleton, 1981-2001.



There is some evidence of a perception that the Regional Official Plan treats growth in the rural municipalities in a more restrictive fashion than urban growth. In fact both areas are permitted to grow at exactly the same rate.

Now that pressures for growth have lessened and all of the rural area is covered by approved local official plans, concern about the total amount of growth may be less important, as long as policies are in place to direct growth so that resource protection and other regional concerns are satisfied.

The 90/10 division of population between urban and rural is utilized in the Plan in two ways. First, it provides an assumption for urban population (900,000 at the threshold) which can then be used to estimate urban land requirements. Second, for the rural area, the rural population growth implied by the objective was then allocated in a series of tables between country lot and village development in the various rural municipalities.

URBAN STRUCTURE

The assumption in the 1974 Plan concerning gross urban density which was used to determine urban land requirements indicated a need for 24,000 hectares of urban land. As the area within the inner limit of the greenbelt, including Bells Corners and Blackburn Hamlet, is 18,200 hectares, an additional 5800 ha of land outside the greenbelt was required for urban purposes.

The urban structure defined in the 1974 Plan is a combination of two concepts out of a total of eight concepts which were examined. The satellite concept was the basis for retention of the greenbelt and the desire for high employment levels in the urban communities. The corridor concept was the basis for choosing a publicly oriented transportation system, for the concentration of employment in the central area and in future activity centres along rapid transit lines, and for the expectation of redevelopment in conjunction with the implementation of a rapid transit system.

The decision on the number and size of the new urban communities was based on the desire to achieve a high level of employment in these communities and to provide a full range of facilities and services (including rapid transit) to them.

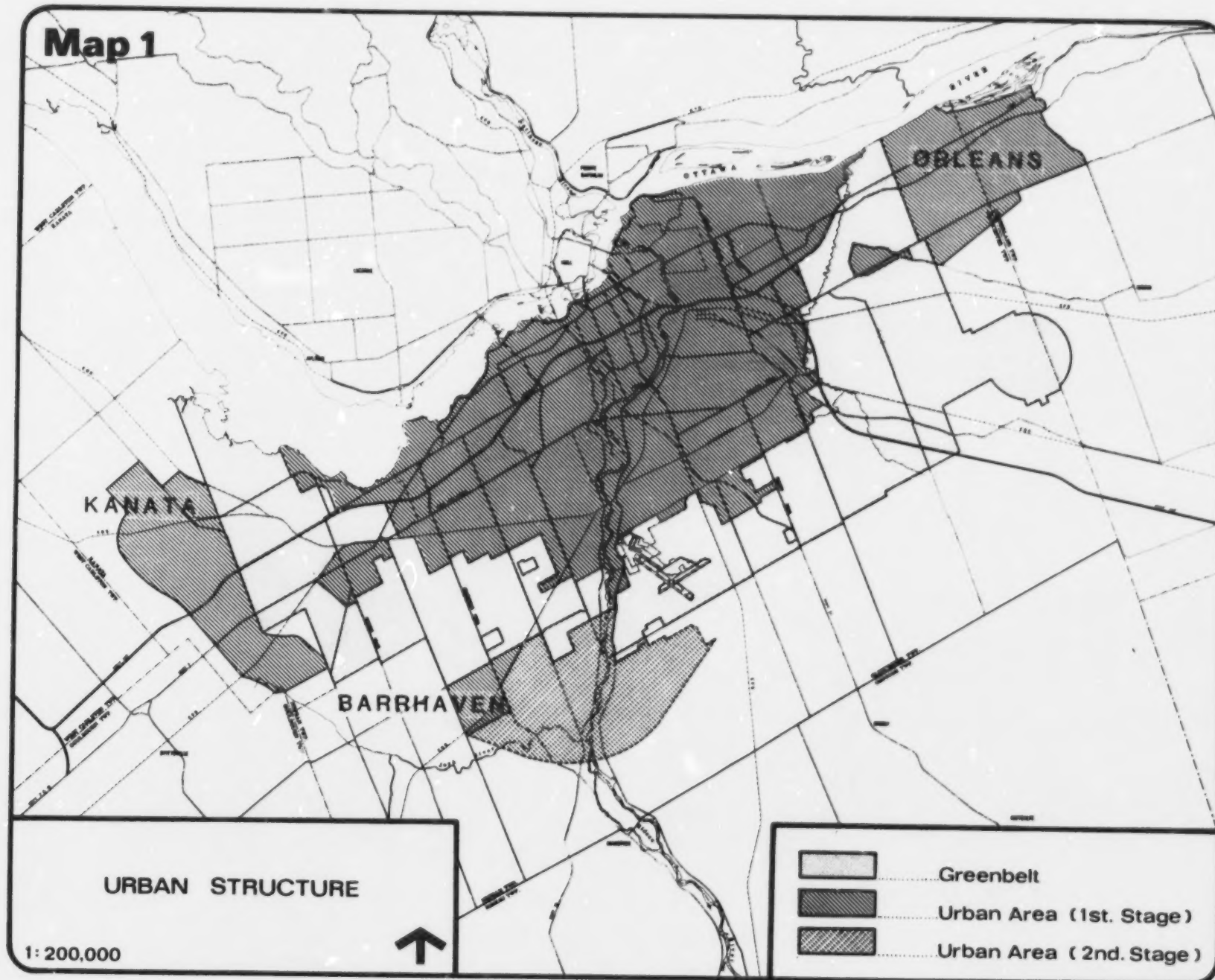
Council concluded that there should be a limited number of urban communities, each with a population of approximately 75,000 to 100,000.

The specific locations were selected after an evaluation of six locations with regard to criteria such as natural resource impacts (eg. agricultural land, mineral deposits, water quality), community disruption due to the required transportation system, development costs, planning status, and land assembly.

When the 1974 Plan was approved¹, the location of the new urban communities was determined as shown on Map 1. They are known

¹Final OMB Order in October 1979, including changes directed by provincial cabinet.

Map 1



as the West, East and South Urban Communities. Henceforth they will be referred to Kanata, Orleans and Barrhaven¹

Council recognized that it could not afford to extend services to all of the areas proposed for development simultaneously. Consequently two stages of urban development were identified. The lands inside the greenbelt, plus Bells Corners, Blackburn Hamlet, Kanata and Orleans, and the Barrhaven part of the South Urban Community constitute the first stage of urban development. The remainder of the South Urban Community, constitutes the second stage of development. Development of these second stage lands may not proceed until regional services such as water mains and sewers are provided.

A detailed review of the progress made toward achievement of this urban structure is presented in Section 2 of this report.

RURAL SETTLEMENT PATTERN

Having decided that the rural area would absorb approximately 10% of regional population growth, Council then determined that an equal split between village and large country lot development would provide the optimum rural settlement pattern. Development in villages would make use of existing facilities and reduce the impact on the rural landscape, while country lot development would provide a choice of rural lifestyle.

Amendment 3 to the Plan also permitted a limited amount of residential infilling in hamlets. Since the number of such infilling units was expected to be relatively small, it was decided that these units could be treated as part of either the country lot or village population allocations. Similarly the number of farm-related residential units was not expected to be significant, and does not appear to be part of either the country lot or village population allocation.

Implementation of the rural settlement pattern was to rely heavily on the use of local official plans. Expansion of designated villages, infilling in hamlets, and country lot development were all to take place on the basis of local official plans. When the Regional Plan was adopted, only the Townships of Goulbourn, March, Osgoode and Torbolton had approved official plans. All of the rural areas are now covered by an official plan which is either approved or in the process of approval.

In accord with the objective of leaving the broadest possible scope for local planning, Regional Council indicated that local municipalities could vary the proportion of population to be accommodated by village or country lot development. As long as the total rural population for that municipality remained unchanged, Regional Council could approve such local official plans without amendment to the Regional Official Plan. The local municipalities have utilized this flexibility.

¹Barrhaven is only part of the South Urban Community. The Plan envisages the urban area will extend south of the Jock River in Nepean and across the Rideau River in Gloucester.

URBAN SECTION

URBAN STRUCTURE

The 1974 Regional Official Plan provides for urban development within the inner limit of the greenbelt (and Bells Corners and Blackburn Hamlet) and a limited number of new urban communities outside the greenbelt. Each of the new urban communities is expected to reach a size of between 75,000 and 100,000 persons and contain 20,000 to 35,000 jobs. Reliance on public transit and the location of future activity centres (employment areas) along transit lines are essential components of the proposed urban structure.

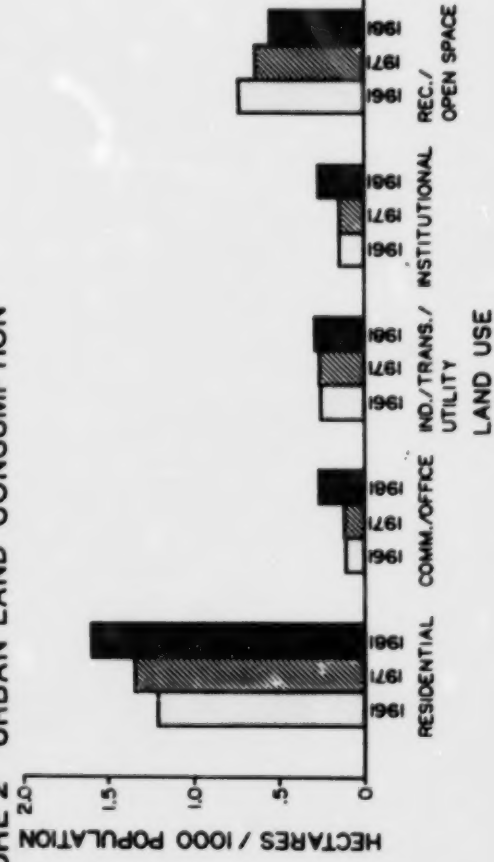
Land Area Required

In order to translate the urban population into land requirements, it was necessary to make assumptions concerning density. Based on an examination of gross urban densities in other Canadian cities and the City of Ottawa, the Official Plan used a gross urban density of approximately 37 persons per hectare as the basis for forecasting overall land requirements. This resulted in a requirement of approximately 24,000 hectares of land for urban purposes associated with a Regional population of one million (900,000 of which were urban).

A comparison of 1971 and 1981 land use is available from the 1982 report on Land Use in Ottawa-Carleton published recently by the Planning Department. Gross urban density had declined from 36 persons per hectare in 1971 to 31 persons per hectare by 1981. As can be seen in Figure 2, the ratio between the various types of urban land use and urban population has increased steadily since 1961 for all land use types except the category including recreation, open space, and agriculture.

In other words, the per capita rate of urban land consumption has increased. Between 1961 and 1971 for each increase of 1000 urban population 27.8 ha. of urban land were added. Between 1971 and 1981 additional urban land per 1000 population increased to 64.8 ha.

FIGURE 2 URBAN LAND CONSUMPTION



Additional residential land consumption per 1000 population increase doubled from 17.7 ha for the 1961-71 decade to 35.3 ha for the 1971-81 decade. Additional non-residential land consumption almost tripled from 10.1 to 29.5 ha per 1000 population increase.

The main reason for the increased consumption of residential land 1971-81 was the decline in household size, which fell from 3.4 to 2.7 persons per household during this period. The Official Plan anticipated a decline in household size, but this has occurred much more rapidly than expected. More than half of the dwelling units built between 1971 and 1981 were required to accommodate the new households created by decline in household size in the 1971 population rather than any increase in population. If household size had not declined, only 859 ha instead of 2054 ha would have been used for residential purposes from 1971 to 1981.

It is currently projected that household size in RMOC will continue to decline from approximately 2.7 in 1981 to 2.5 in 2001.¹ This further decline in household size will have much less impact than the drop which occurred in the 1970s and the rate of residential land consumption will be correspondingly reduced, although still higher than the 1961-71 rate.

The significance of the decline in household size as the key factor in the residential density decline is underlined by the fact that during the period 1971-81 there actually was a slight increase in the density of private occupied dwellings* in the urban areas from an average of 21.7 dwellings per hectare in 1971 to 23.2 in 1981. This increase can be attributed mainly to the large number of apartment units built in the early 70s. Based on an examination of housing starts from 1971 to 1981, it is likely that residential development density increased in the early 70s and has been declining in recent years.

The increased rate of consumption of land for non-residential purposes experienced during the 1970s is also expected to moderate during the next twenty years. Due to the relocation of federal employees to Hull and the demolition of some temporary buildings, there was little net employment growth in the central area from 1971 to 1981. Instead most of the net employment growth occurred on industrial land. If, as expected, in future approximately a third of employment growth is located in the greater central area (where additional jobs are accommodated at densities which have a minimal effect on land consumption), the rate of land consumption for non-residential (employment) purposes will moderate. Moreover, there are other factors, such as higher energy costs, which may lead to more compact development in the future. Expanded employment can be accommodated by intensification of existing land uses as well as by expansion on new sites. Examples of intensification include the additions made to St. Laurent, Billings Bridge, Carlingwood, and Bayshore shopping centres in recent years.

¹And this may be an understatement. The forecast is based on 1976 age specific propensities to form households. The forecast underprojects the 1981 households by 3,770 and therefore, depending on 1981 age specific propensities, may underestimate 2001 households. This matter will be reassessed when further information is available from the 1981 census.
*private occupied dwellings (ie. not including vacant dwellings or collective dwellings).

Location of Future Urban Development

When the Plan was approved, the location of the Kanata, Orleans and Barrhaven communities was determined as shown on Map 1. The investment in Regional services and extent of existing development in Kanata and Orleans represents an irrevocable commitment to the development of major urban communities in these locations. Changes in the boundaries and ultimate population levels of these communities have been made since the Plan was adopted and may be further modified.

In the case of the South Urban Community, development has been limited to Barrhaven, as permitted by existing services. Greater flexibility exists with regard to the location, scope and timing of the full development of an urban community in this area.

It was anticipated in the Plan that population levels within the greenbelt at full development could vary between 600,000 and 750,000 persons, with a population of 630,000 considered more likely due to anticipated declines in household size. As already mentioned household sizes have declined even more than anticipated. In addition development has been taking place at lower densities inside the greenbelt than expected (e.g. Greenboro and Borden Farm). If these trends continue, the population accommodated inside the greenbelt at "full development" will be much lower than anticipated (perhaps 475,000-500,000 at best).

Census counts indicate that the number of private occupied dwelling units inside the outer limit of the greenbelt increased by 16,626 units between 1976 and 1981, while the population fell 2046 to 443,000! Population did increase in the areas where new units were added, but the increase was more than offset by the decline in household size across all existing units. If household size continues to decline, additional housing units will be required within the greenbelt to maintain the existing population level.

Population within the greenbelt may be greatly affected by the amount of infilling, redevelopment, conversions and mixed use. The 1980 Vacant Residential Land Supply Study indicated potential for an additional 40,500 units on sites of 0.8 ha. or larger. This work is being updated and a pilot project is being undertaken to investigate a method for determining development potential resulting from infilling, redevelopment and conversions.

A study of building permits for the Cities of Ottawa, Vanier, Gloucester and Nepean over a five-year period (1977-1981) indicates that the net effect of conversions and deconversions on the total housing stock was negligible. However, with the trend to smaller household sizes there may be opportunity for an increased number of conversions. Suggestions have been made recently for more permissive policies on conversion, for reasons which include better utilization of existing housing stock, providing a source of income to make house purchase more affordable and enabling the elderly to remain in their homes longer. Conversion is governed by building codes and zoning by-laws. Changes in policies will require the active cooperation of affected area municipalities, since they adopt and implement zoning by-laws.

The Plan assumes that 50,000 units will be added by redevelopment. Successive re-examinations of this assumption have revealed that this level of redevelopment is not likely to be achieved.¹ This is partly related to the overall decline in housing starts, a shift away from urban renewal to small scale rehabilitation and infill projects, and increased resistance in older neighbourhoods to high density development.

In short the distribution of population growth between the area inside the greenbelt and the urban communities has not developed as anticipated. The Official Plan review must address the question of the impact of a reduced population inside the greenbelt on the size and timing of the urban communities. A number of options for the future distribution of population and employment have been prepared. These options are presented in the report, Options for Future Growth in Ottawa-Carleton. Essentially there are three available families of options to provide for additional urban land when it is required:

1. to increase densities and to add land from the greenbelt for example to areas which are already developed or where development is already committed (first stage lands).
2. to increase the size of the West and/or East Urban Communities.
3. to service additional lands in the South Urban Community. South of the greenbelt there would appear to be three potential locations (1) south Nepean, (2) south Gloucester and 3) both areas as now indicated in the Official Plan.

Staging of Urban Communities

Section 2.2.3 of the Plan approves for immediate development lands within the inner limit of the greenbelt, Bells Corners, Blackburn Hamlet, the West and East Urban Communities and the Barrhaven part of the South Urban Community - the so called "First Stage". Other lands in the South Urban Community would constitute a "Second Stage" of urban development.

The Plan, as written, does not indicate the extent of development considered necessary or desirable in the first stage areas before commencement of the second stage. However, the timing of this second stage is related to the supply of land for family housing and to the requirement imposed by Cabinet "that the development be phased to coincide with the timing of the provision of regional services" (water, sewer, transportation) and that "uncommitted areas of land be kept in agricultural production for as long as possible".

The objectives of the staging policies identified in the Official Plan are:

1. to ensure provision of all necessary services and facilities to growth areas;
2. to encourage the development of employment centres integrated in newly developing communities;

¹The Staging and Phasing of Urban Residential Lands in Ottawa-Carleton, 1980-2001. Ottawa-Carleton Planning Dept. 1982.

- 3. to encourage the use of public transit;
- 4. to provide land for the various types of development in appropriate amounts and locations at all times.

Are the policies in the Plan sufficient to ensure achievement of these objectives?

Achievement of the first three objectives will be discussed in sections of this report dealing with employment, transportation and piped services. It is difficult to assess achievement of the fourth objective because it hinges on what constitutes "appropriate" amounts and locations. Resolution of this question will go some way to answer the questions of need for additional development lands and the timing of the second stage.

HOUSING

The Regional Official Plan contains four major objectives with regard to housing.

The first is that a sufficient number of dwelling units be provided. The difficulty in measuring achievement of the objective is what constitutes "sufficient". If rental accommodation is measured by vacancy rates and owned accommodation by the inventory of homes newly constructed and unsold, both of these indicators are at record lows. On the other hand, between 1971 and 1981 one dwelling unit was added to the housing stock for every 1.18 persons added to the population. The table below is a reproduction of Table 2-3 in the Plan, with added columns showing the 1976 and 1981 data.

TABLE 2 ESTIMATED HOUSING REQUIREMENTS RELATED TO INCREASE IN POPULATION				
	1971	1976	1981	Threshold
Population	471,931	520,450	546,849	1,000,000
Persons/ dwelling	3.4	3.0	2.7	2.8
Dwellings	137,230	174,305	200,500	360,000

The estimate of housing requirements in the Plan given above is based on a projection of population and of average household size. This approach is appropriate for long term forecasting, even though the specific numbers in the 1974 Plan require revision.

The second objective in the Plan with respect to housing is that a variety of housing types be provided. The Plan then proceeds to specify a desirable mix of housing types, based on the premise that families with children should generally live in ground-orientated housing. The policy in the Plan is that a minimum of 55% of all new units on vacant land in urban areas be ground-orientated - with a further suggestion that at least

50% of these units be detached and semi-detached. This policy reflects the domination of housing starts in the early 1970s by apartment units and the concern of the Council of the day that sufficient family oriented dwellings be created. In 1975, the year after the Plan was adopted, apartment unit starts plummeted from 5,005 the previous year to 1228. From then on, attaining the specified minimum provision of ground-orientated units has not been a problem. In fact 84% of all the units in plans registered on vacant urban land between 1975 and 1982 have been ground-orientated. The requirements of the policy have certainly been met, but this was due to changes in senior government policy (e.g. rent controls) and market conditions, not to controls imposed by Council. The current concern, in fact, is a lack of new apartment unit starts.

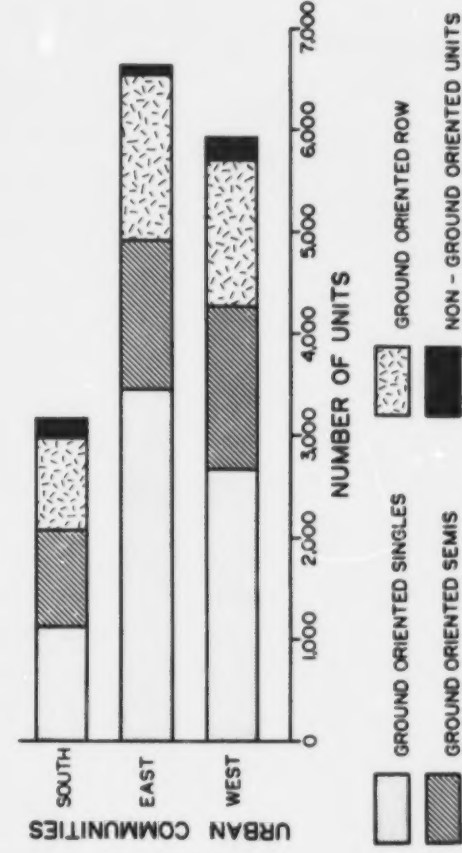
At present the overall Regional housing mix meets the objective of the Plan. The proportion of ground-orientated units has remained constant at roughly 64% of total units in both 1971 and 1981. During the same period the proportion of households with three persons or more (used as an approximation of families with children) fell from 60% in 1971 to 45% in 1981. The provision of sufficient ground-orientated housing to accommodate families with children no longer appears to be a problem. The housing mix policies of the Plan need to address directly the housing needs of non-family households. More detail may be required than the present distinction between ground and non-ground orientated housing.

The Plan clearly indicates that there should be a choice in location for each type of housing as well as for housing as a whole. This objective has not yet been fully achieved.

The housing mix in the three urban communities is shown in Figure 3.

At present there are few apartment units in the new urban communities. This is not surprising, as low density units are usually the first to be built in new areas. However, as the communities grow and mature and increase their employment base, it will be increasingly important that housing units suitable for groups such as young singles and senior citizens be provided locally. Land must be reserved for this purpose.

FIGURE 3 HOUSING MIX IN NEW URBAN COMMUNITIES



The third objective with regard to housing is the provision of housing in a variety of locations. This objective would more correctly be stated as the provision of new housing in a variety of locations (i.e. existing housing stock - which makes up over 90% of all residential real estate transactions in any one year - is well distributed across the urban areas). There is a trade-off to be made between developing a limited number of areas comprehensively and quickly, and providing choice in residential location and new housing availability. The plan clearly decides to favour the provision of choice and states that "development of many areas will be encouraged at any time". This policy has definitely been implemented in the years since the Plan was adopted. There are nine major locations inside the greenbelt and in each of the urban communities where new housing is being developed.

The objective appears to overlook the fact that at any one time the resale market of existing homes constitutes the major portion of the total housing market, providing wide choice in location and dwelling type. Under current economic conditions, it may be appropriate to re-examine the issue of the number of different locations to which municipalities and school boards can afford to extend services.

The fourth objective is the provision of housing at a price people can afford. The general perception is that housing has become less affordable in recent years. An affordability analysis done as part of the Regional Housing Statement Update provides some insight. This analysis indicates that only 40% of family households in Ottawa-Carleton who never owned a home before could afford to purchase the average priced MLS house in 1981 as compared to over 70% of family households in 1971. Escalating house prices in the early to mid 70s and high interest rates in the late 70s and early 80s are the main reasons behind this decline in affordability.

While home ownership affordability has declined over the decade, the proportion of population with sufficient income to rent has remained quite stable. This is primarily a result of rent controls which were instituted in Ontario in 1975. Recent trends in decisions by the Residential Tenancy Commission indicate however that renters are also likely to be facing increasing affordability problems throughout the 1980s as landlords are allowed to pass through increased operational and carrying costs. In 1981 the average increase awarded for rental units in Ottawa-Carleton was 16.9%, up from 11.9% the previous year and considerably above the average increase in industrial wages for the area.

A major problem with including the objective of "providing affordable housing" in an official plan is that municipalities exert little influence on the factors that influence the price of houses and rent levels. Aside from providing an adequate supply of land for housing purposes, there are very few options available to influence the price or rent of housing. Those options that are available tend to come from senior government initiatives which change from time to time. For example, the Plan includes a policy that RMOC will urge the development of programs for assisted home ownership. However, the period since the Plan was adopted has seen the demise of the Assisted Home Ownership (AHOP) and Home Ownership Made Easy (HOME) Programs.

Another policy included in the Plan is to encourage the provision of subsidized housing. The policy specifies that subsidized housing should be developed in relatively small projects, integrated in existing and new communities, with a wider cross-section of tenant population, and in locations convenient to employment, shopping, transportation and schools.

The Region's subsidized housing stock is depicted in Table 3.

TABLE 3

Assisted Housing in Ottawa-Carleton
By Program, Type (Dec. 1981)

	Family Units	Senior Units	Total Units
Public Housing	3522		8602
Rent Supplement	409	5080	1068
Public Non-Profit	1360	659	2117
Private Non-Profit	409	757	409
Co-operative	540	-	782
Total	6240	242	12978
		6738	

Of this total stock approximately 7500 units were developed between 1974 and 1981. Though a large number of public housing units were completed in the mid 1970's, the majority of new subsidized units have been in the more integrated, small scale housing projects described in the objective referred to above. This again was not a result of Council's policy but of a shift by the federal and provincial governments in the mid 1970s to stop the direct construction of public housing projects because of community opposition and concentrate on the development of non-profit housing by co-operatives, community groups, and municipalities.

On average the projects developed under the non-profit programs are one half as big as those built under the public housing program (62 units vs 138). They are better integrated socially as generally only 25-50% of the units in a project are in rent-geared-to-income housing, as compared to 100% under the public new/existing housing program.

The Region's basic housing objectives and policies must be clearly stated in the Regional Official Plan. Within that context, the Region's response to changes in senior government programs and short term market fluctuations can be contained in the Regional Housing Statement which may be reviewed annually.

RESIDENTIAL COMMUNITIES

From a discussion of housing the Plan moves to a discussion of residential communities. While registering concern, Council felt that continuing improvement of existing residential districts was appropriately an area municipal responsibility. The area municipalities have taken the initiative as demonstrated by actions such as preparation of neighbourhood plans, use of maintenance and occupancy standards by-laws, and participation in senior government programs such as NIP (Neighbourhood Improvement Program), RRAP (Residential Rehabilitation Assistance Program), and OHRP (Ontario Home Rehabilitation Program).

Council felt, however, that policies governing redevelopment should be prepared jointly by the area municipalities and RMOC because of the potential impact on the proposed rapid transit system. This work has never been undertaken. This issue will

be looked at within the context of the implementation of the rapid transit system which will offer potential for redevelopment at selected locations.

Policies governing the new residential districts reflect Council's concern that there be a mix of housing types and that adequate transportation and piped services, as well as community facilities be provided. Lastly the development of contiguous areas is encouraged. The question of housing mix has already been discussed. Subsequent sections of this report deal with the provision of transportation and piped services as well as community facilities. With regard to the development of contiguous areas, recent Council decisions in the context of the report on The Staging and Phasing of Urban Residential Land established that the phasing of development in new residential districts would be determined by the area municipalities.

EMPLOYMENT AND WORK AREAS

There are two principal objectives in the Regional Official Plan with regard to employment. The first objective is adequate provision for the expansion and diversification of the employment base, and the second objective deals with the distribution of jobs.

Expansion and Diversification

The Official Plan forecasts an employment level of 450,000 to support the threshold population of one million. This represents 2.2 persons per job, the ratio that existed in 1971. However, by 1981 the ratio had already dropped to 1.9 and is projected to decline to around 1.7 by the turn of the century. This means that more jobs and more land to accommodate employment activities are required to support a given population level. This dramatic change in the ratio of jobs to population is based on a variety of factors including the age structure of the population, increased labour force participation (particularly for women) and more part-time jobs.

The ratio of persons per job is expected to decline to around 1.7 by the turn of the century. Current employment projections for 2001 prepared for the Official Plan review range from a low of 353,000 jobs, associated with a population of 623,000 to a high of 443,000 jobs associated with a population of 723,000.¹

The forecast employment total in the 1974 Plan was based on the premise that federal employment in the National Capital Region would grow at an average annual rate of 2% over the next thirty years. In fact the average rate was 3.7% compounded annually over the past ten years but only 1.1% over the past five years (1976-81).

The low and high employment projections prepared for the Official Plan review reflect two different assumptions concerning the growth of federal government employment, (0.3% and 2% compounded per year respectively) in the National Capital Region and in Ottawa-Carleton specifically. In other words, the employment projections assume no major shifts in the distribution of federal government employment between the CRO and RMOC.

¹For details, see Employment Projections, Ottawa-Carleton, 1981-2001.

The Plan also predicted that non-federal employment will increase more rapidly than federal employment in Ottawa-Carleton, resulting in a decrease in the federal share of total employment. In fact federal employment decreased from 34% to 30% of total employment in Ottawa-Carleton from 1971 to 1981. In absolute terms federal employment in RMOC grew from 73000 in 1971 to 88000 in 1981, despite the relocation of jobs to Hull. During the same period non-federal employment grew from 141,500 to 205,000.

In terms of the relative share of total employment by sector, the Plan anticipated declines in the primary, manufacturing, and construction sectors, a stable share for the transportation, utilities and communications sector, and increased shares for the trade, finance insurance and real estate, and other services sectors. All sectors, except the primary one, were expected to increase in the absolute number of jobs, with the largest increase in the "other service" category, which includes community, business and personal services as well as government. Although many of these shifts have occurred, most of the specific numbers in the Plan are in error, because the Plan was based on estimates of 1971 employment which were later proved incorrect by the 1971 Census.

However, more significantly, two major differences from the trends anticipated in the Plan have been identified. Manufacturing has increased rather than decreased its share of total employment. Manufacturing increased from 14,100 jobs (a 6.6% share) in 1971 to 21,400 jobs (a 7.3% share) in 1981. The contribution of manufacturing to the local economy is now projected to be between 8% and 9% of all employment at 2001.

And secondly, the growth in the service sector, particularly community, business, and personal services and government, has been greater than anticipated. This other service sector grew from 61% of total employment in 1971 to 66% in 1981, despite the transfer of thousands of federal jobs due to relocation and decentralization policies. It is currently projected that this 66% share will be maintained.

Due to the increased contributions expected from the manufacturing and service sectors, the employment growth expectations for other sectors e.g. trade, construction, finance and transportation have been reduced slightly from those in the 1974 Plan.

Distribution of Employment

The policies governing distribution of employment were intended to aid achievement of a number of inter-related objectives of the Plan, notably a public transit oriented transportation system (which in turn relates to minimizing disruption of existing residential areas by avoiding road construction) and creation of activity centres as foci for newly developing areas including the new urban communities.

A public transit oriented transportation system can only be successful if a large majority of work trips are made by transit. Consequently one of the principles guiding employment distribution is that major employment centres should be located close to stations on rapid transit routes.

Map 2 shows major employment centres as of 1981 and the proposed transitway system for the next 10 years. There will be transitway stations adjacent to about 50% of 1981 employment inside the greenbelt. Future developments along the transitways will probably raise this percentage. These future developments include a district centre at Eastgate, the employment anticipated in the Woodroffe secondary plan, and the regional shopping centre site at South Keys. In general, transitways will serve the central area, federal government office complexes, and large shopping centres. The industrial areas and commercial strips along Carling and Merivale are not served by the transitways.

Council established an objective to maintain a level of employment in the greater central area consistent with attainment of the transit guidelines and road improvements in the Official Plan (i.e. no additional disruption). Transportation studies in 1974 indicated that a limit of approximately 100,000 jobs in the central area would be consistent with this objective. Is this objective still valid? Has there been any change in the level of employment consistent with the objective? If a job limit remains in the Plan, some thought must be given to the problem of implementation.

Table 2-8 of the Plan showing the desired overall distribution of employment is reproduced below with the addition of 1981 data.

TABLE 4 EMPLOYMENT DISTRIBUTION			
	1971	1974 Plan Threshold	1981
Greater Central Area (Central Area)	92000 (68000)	147000 (100000)	102590 (67250)
Rest inside greenbelt	99000	211000	169840
Total inside greenbelt	191000	358000	272430
Total Urban Communities	1000	83000	10060
Rural	7000	9000	9900
Total Region	198000	450000	292390

Changes in the distribution of employment have generally been in the direction anticipated. Decline in the central area share of employment was quite rapid from 1971 to 1981. However growth in employment in this area is expected, based on continuous growth in government and services and on employment resulting from the Rideau Area Project.

In order to provide centres of activity in new suburban areas and particularly in the new urban communities, Council decided that most employment should be centred in a relatively few concentrated locations and that these locations should, where possible, be along rapid transit lines. Policies for these employment concentrations are set out in a variety of Official Plan designations, discussed individually in the next section of this report.

Employment is generally located in a few concentrated locations. In 1981, 74% of total employment was located in the greater central area, industrial parks, institutions, office areas and retail nodes. Net employment growth for the period 1976-81 occurred primarily in industrial areas (83%).

Map 2

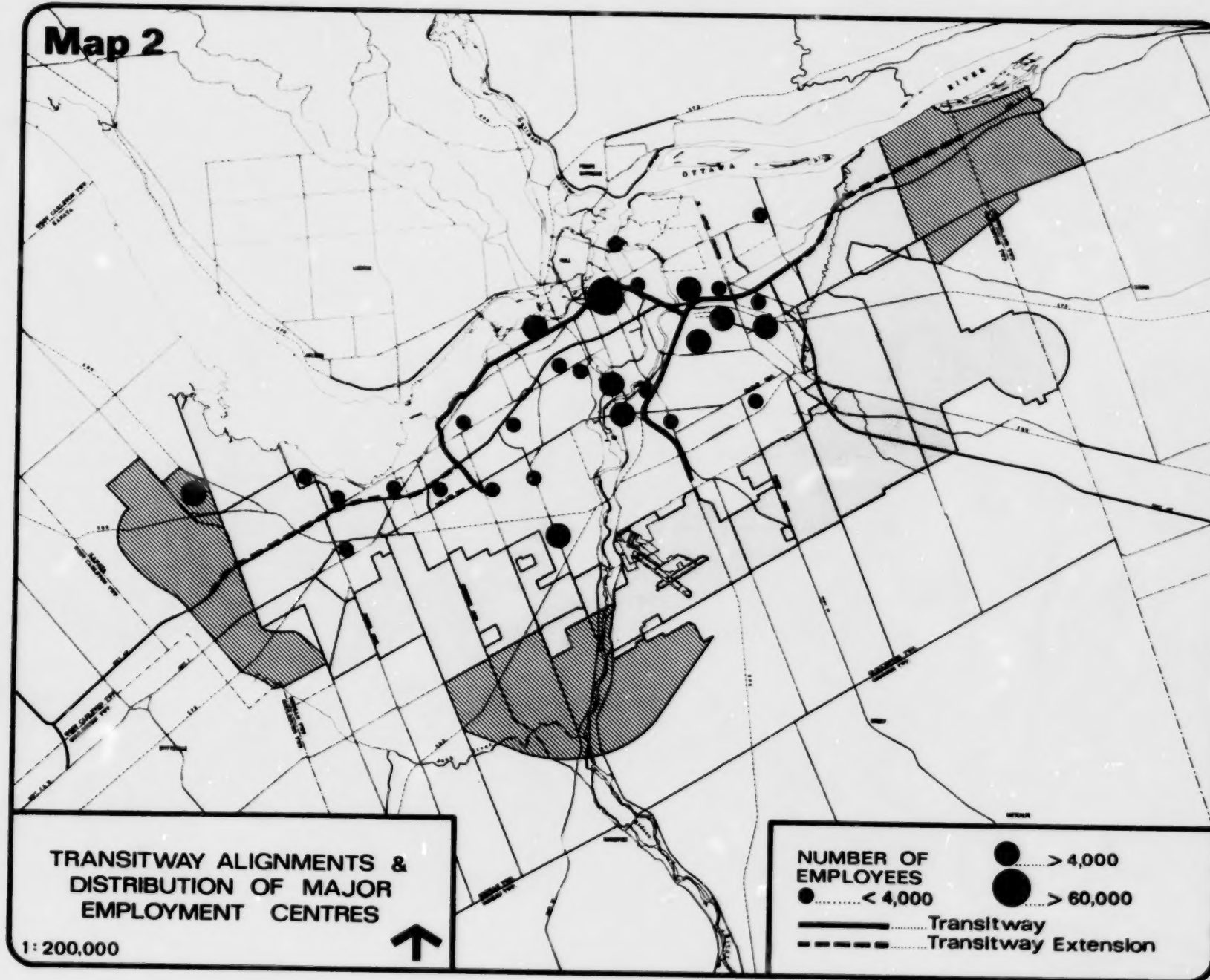
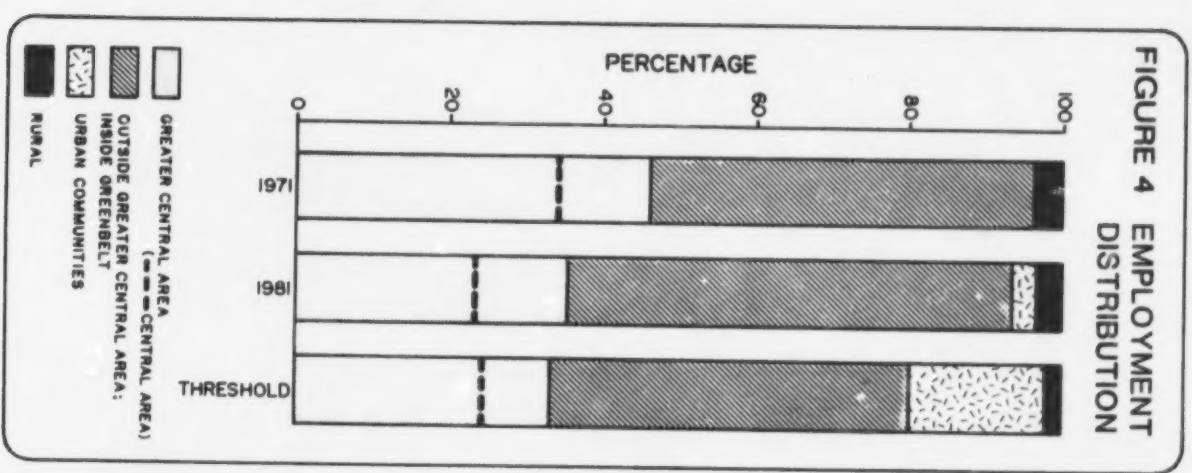


FIGURE 4 EMPLOYMENT DISTRIBUTION



In accord with the policy of creating major employment centres in the new urban communities, Council established minimum employment goals for the urban communities which related employment to varying levels of population. The table below shows the expected employment distribution from Table 2-10 of the Plan and the 1981 statistics for the two new urban communities.

Urban Community	TABLE 5			Other Services
	Total	Employment	Industrial	
Expected for 25,000	2000		1000	250
1981 West (pop. 18,500)	7230		5300	630
1981 East (pop. 23,250)	2300		190	600
				1510

In terms of retail, other services, and total employment, both communities are meeting or exceeding the expectations in the Plan. In part this is due to the generally higher ratio of jobs to people. However in terms of industrial employment the communities vary greatly. The West Urban Community has roughly five times the industrial employment expected for a population of 25000, while the East Urban Community has only one-fifth the expected industrial employment.

It was never anticipated that the growth of employment in the urban communities would be a steady progression. At this early stage in the development of the urban communities, it is difficult to comment on potential employment growth patterns.

OFFICIAL PLAN EMPLOYMENT DESIGNATIONS

The Central Area

The policies of this section support the development of the central area as a functionally varied centre and reflect Council's concern for improved appearance and design. The role of the central area is spelled out in some detail. It "should be an important centre for shopping, the major location of government and business, the focus for entertainment and cultural pursuits". There are also specific statements about the residential function, about open space, pedestrian systems and parking, and about design.

While this section of the Plan refers to the "importance" of a strong retail function in the central area, elsewhere in the Plan we find "it is assumed that the Ottawa central area will ... remain the dominant shopping district in the Ottawa-Hull metropolitan area".

The political commitment by all levels of government to a shopping function in the central area is demonstrated by the co-operative effort which led to construction of the Rideau Centre. Completion of this project and associated developments should ensure that the central area can continue to compete effectively with the various regional shopping centres.

How strong a retail function is desired for the central area? Is it sufficient that it be competitive with the regional shopping centres or should it be the "dominant" shopping district?

The employment distribution section of the Plan expected that 2000 of 28000 new retail jobs in the Region would locate in the central area. Between 1976 and 1981, 1600 new retail jobs were created in Ottawa-Carleton; 610 of these were in the central area.

According to the Plan, the central area is to be the major location for government and business administration, (i.e. offices).

In 1981 there were 1.835 million square metres of office space in the central area. A recent inventory of office space in Ottawa-Carleton¹ indicates that office space construction in the central area was reduced for a period in the late 1970's while the vacant space created by the federal transfer of 12,000 employees to Hull was absorbed but has now recovered. There are currently four buildings under construction, totalling 129,000 sq. m.

With respect to its role in housing, there are several reasons for desiring an expanded residential function in the central area. Residents provide support to retail and other services in the vicinity. They also impart liveliness to the area outside of the working day.

The number of occupied private dwelling units in the central area increased from 1909 in 1976 to 2360 in 1981, but due to declines in household size, the population of the central area was stable at 4100. The increase in private occupied dwellings in the remainder of the greater central area was 590 for a total of 21,030 in 1981, and the population declined by 2560 persons to 39,900.

Policies in the Plan clearly permit and encourage residential uses in the central area. To date, most new residential uses have been single use apartment or condominium developments, but there have been several proposals recently for mixed commercial and residential developments. What are the realistic possibilities for additional residential development in the central area? Are there any policies which the Region could implement to encourage residential uses in the central area and on its periphery?

The central area designation is the only designation in the Region's Plan which explicitly lists entertainment and cultural uses among the permitted uses. This function, which includes facilities such as hotels, restaurants, theatres, art galleries and museums, has expanded in recent years.

Employment in personal services, mainly restaurants, grew between 1976 and 1981 in the central area. The Byward Market area continues to expand. Several new hotels have been announced or are under construction. Completion of the convention centre in the Rideau Centre project will reinforce this function as well.

Apart from the residential function, the entertainment and cultural function is the chief source of activity and liveliness in the central area outside of working hours. One might wish to debate the present statement in the Plan which indicates there would be an advantage (unspecified) in having a preponderance of entertainment and cultural facilities in one part of the central area.

Several of the items mentioned in the discussion of the central area are related to the objective of a public transit oriented transportation system. Specifically it was suggested that use of public transit would be promoted by a decrease in all-day and increase in short-term parking and by improvements in pedestrian systems and open space.

¹Ottawa-Carleton Office Space, Building Owners and Managers Association of Ottawa (BOMA) and Commercial and Industrial Development Corporation of Ottawa-Carleton (CIDC), 1982.

Parking in the central area has increased in total from 18,400 spaces in 1973 to 20,800 spaces in 1979.¹ However, it is impossible to calculate the relative balance of long versus short-term since most commercial spaces are available on an all-day or hourly basis. What we do know is that the number of off-street spaces in lots and garages has increased from 16400 in 1973 to 18900 in 1979. The number of curb spaces declined from 2025 to 1882.

There has been little change in pedestrian and open space systems, although the City and the NCC have both conducted studies. While provision has been made in some buildings for eventual above grade pedestrian connections, the bridges across Rideau Street are the first to be built. Other improvements to pedestrian systems are also being implemented in connection with the Rideau Area project.

Lastly the Plan makes a number of statements about design. For example, "there is a mixture of uses without clear definition of function," "there is inadequate connection between the parts east and west of the Rideau Canal", and "the central area has no distinct visual boundary".

One must first decide whether all of the matters presently in the Plan are still of Regional concern. For those which are of regional concern, the specific statements may require re-appraisal.

It is recognized in the Plan that improvements in the central area will require the co-operation of several governments and the private sector. It was Regional Council's intent to request the National Capital Commission and the City of Ottawa to enter jointly with Council in the preparation of a detailed plan for the central area. Such a plan has not been prepared. However, since early 1971 there has been discussion and co-ordination of proposals for the central area through the Central Area Subcommittee of the Ottawa-Carleton Administrative Committee on Planning and Transportation (ACPAT). The City of Ottawa, RMOC and the NCC are all represented on the subcommittee.

With the development of the Albert Street bus mall as part of the rapid transit system, the completion of the Rideau Area Project and the announcement of other major new projects eg. Provincial Court, perhaps the time is ripe for joint work on a detailed central area plan.

Office Areas

The Office Area designation was applied primarily to existing federal government office complexes, such as Tunneys Pasture, Confederation Heights and Booth Street. One of the locations designated in the Plan, at Woodroffe and Baseline, did not have existing development. A proposal for the construction of office space has been recently announced at this location.

While Council indicated support for continued decentralization of federal offices, they also stated a preference that additional employment centres (beyond the existing office complexes),

¹1973 data - Final Report Ottawa Parking Study. Wilbur Smith and Associates, June 1975. 1979 data - 1980 System Status Report, RMOC Transportation Dept., Aug 1981.

not be devoted exclusively to office uses. Instead they wished to see new employment centres developed as integrated multi-use complexes described as District Centres in the Plan.

Industrial Areas

When the Plan refers to industrial employment, it means all employment locating on industrial land. Such employment includes warehousing, research and development, construction, and utilities as well as manufacturing. It was expected that 70,000 of all new jobs created in RMOC by the threshold level population of 1,000,000 would locate on industrial land. This represents 20% of total jobs at the threshold. In the period from 1971 to 1981 the industrial share of total employment, as defined in the Plan, increased from 7% (20,000) to 16% (46,500).

The sectors which are anticipated in the Plan to have substantial industrial land needs were the ones which grew between 1976 and 1981. Manufacturing grew the most, followed by transportation, communications and utilities, and then wholesale trade. Retail was the only employment sector which actually declined in the number of jobs on industrial land.

The Plan contains two designations for industrial land: "General Industry" which may include heavy and noxious industries, and "Restricted Industry" which is intended for research and technologically oriented industry, such as Bell Northern. The designations have not always been strictly applied; the Kanata North Business park, for example, is designated General Industry, yet has attracted almost exclusively research and advanced technology firms. There are also examples of areas designated Restricted Industry which contain industries inappropriate to this designation.

It will always be important that more conventional industries with special requirements for water, waste disposal, energy or transportation be located where these services can be provided economically with minimum disruption to neighbouring areas. But it is not necessary to have two industrial designations in the Regional Plan. Distinctions as to type of industry in a particular location may be provided in local official plans and zoning by-laws.

In the same vein, many of the advanced technology industries, as already noted in the Plan, "create no nuisance and have high standards of design". These research centre types of industry blur the distinction between industry and office uses. Should they be segregated into industrial areas at all? Perhaps these types of industries should be granted the same flexibility in location accorded to office uses.

Employment densities increased from 24 employees per hectare in 1971 to 30 employees per hectare in 1981. The Plan uses a density of 50 employees per hectare at full development. Based on this trend of increasing density, the target density still seems reasonable.

The assumptions of the Plan (70,000 new industrial jobs and an employment density of 50 employees per hectare) indicated a requirement for 1400 hectares (ha) of industrial land in addition to the estimated 900 ha already in industrial use in 1971 (total 2300 ha). In fact approximately 3800 ha of land are

currently designated for industrial use in the urban areas and there is a non-site specific provision for light industrial uses in the central area (Amendment 15).*

As of 1980 of the 3800 designated hectares, 1290 hectares are developed, 2270 ha are vacant and 240 ha are in non-employment activities such as residential use and rail, road and hydro right-of-ways. Of the area developed for employment activities, approximately 900 hectares were developed before 1971, 240 were developed between 1971 and 1975, and 150 between 1975 and 1980. During the first part of the decade urban industrial land consumption averaged 60 ha per year; this declined to an annual average of 30 ha in the latter half of the decade. Based on these consumption rates the present supply is adequate for the next 38 to 75 years.

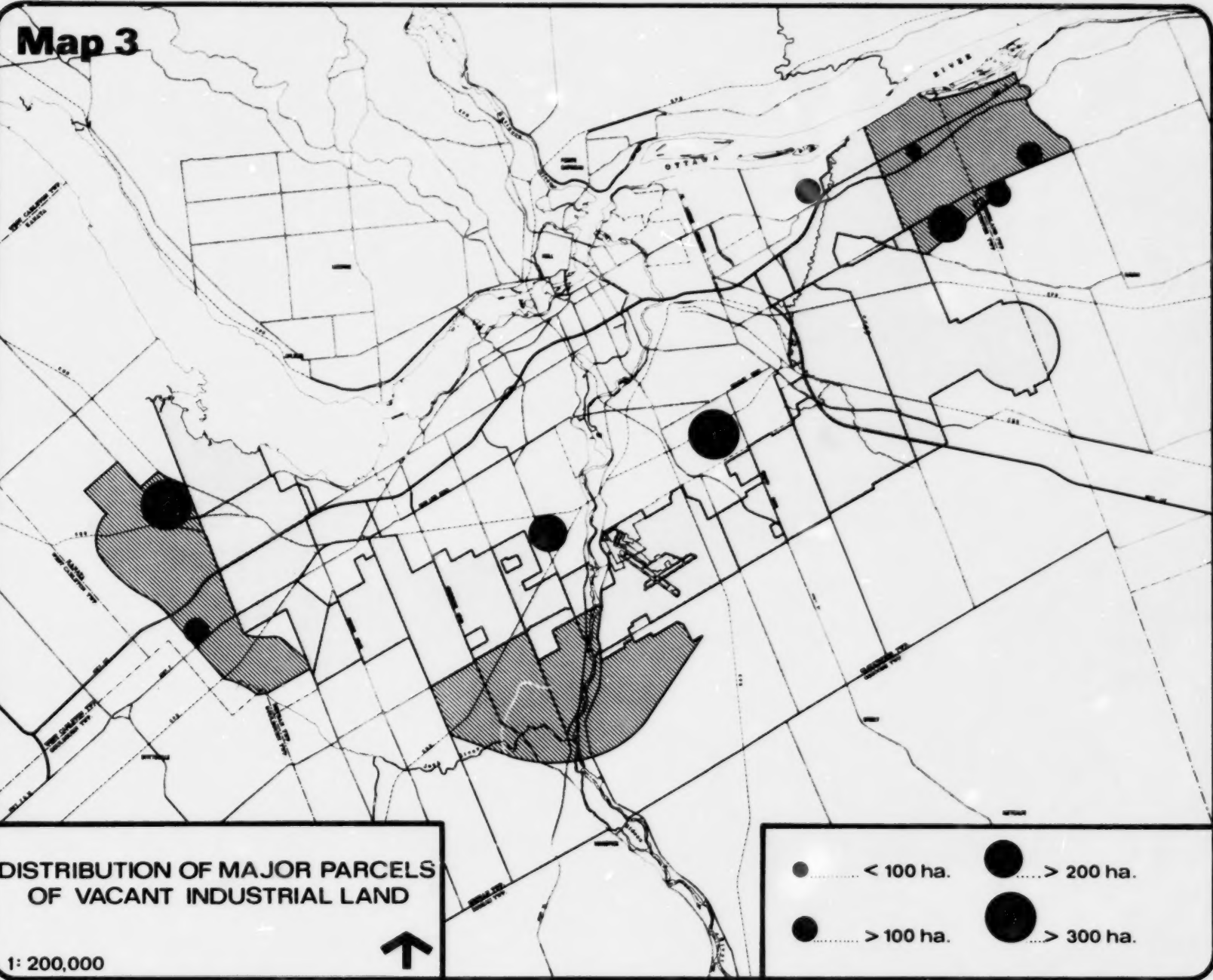
These figures include industrial land designations in Kanata and Orleans. No industrial land designations have been made as of yet in Barrhaven. Any such future designations will increase the supply of land even more. Such designations would normally be done in the context of secondary planning for the community and thus are tied to the question of the timing of the second stage of development.

On a Regional basis there is an ample supply of industrial land. As long as the commercial and industrial tax base is not pooled, it may be a concern that each urban area municipality have industrial land available for development. Of the 2270 ha of vacant industrial land, there are in excess of 1700 hectares of land in major tracts distributed among the five larger urban municipalities. The remainder are small, discontinuous parcels in largely developed industrial parks. Map 3 shows the distribution of the major tracts of vacant urban industrial land.

Shopping Centres

A strong retail function in the central area has already been mentioned as an objective of the Region's Plan. Policies for other commercial areas are based on the assumption of an overall hierarchy of shopping facilities, of which only the large regional shopping centres (eg. Bayshore, St. Laurent) compete directly with the central area and are thus of regional concern.

*The Official Plan when adopted in 1974 designated approximately 3400 hectares for industrial use within the urban areas. Subsequently an additional 400 ha were designated in the Urban Community (Amendment 17) and 15 ha in Cyrville (Amendment 18). And there are at least 300 ha in industrial uses that existed at the time the Plan was adopted and still exist, which are not designated in the Regional Plan. Much of this is scattered, free standing industries, and some is due to discrepancies between the actual boundaries of industrial parks and the designated areas in the Official Plan. The Regional Official Plan also designates 220 ha of land for industrial use in the rural area and permits industrial uses in certain circumstances in rural villages and areas designated Marginal Resource (Amendments 4 and 16). The various rural Official Plans currently designate another 1000 ha for industrial use above and beyond the designations in the Regional Plan.



The policies of the Plan presently define neighbourhood, community and regional shopping centres solely on the basis of gross leasable area (2790-9290 sq. m., 9280-23,225 sq. m. and more than 23,225 sq. m. respectively). There is a reference in the text of the Plan to "regional centres containing two or more department stores ...". Policies in the Plan are intended to ensure that any additional regional centres (either through construction of new centres or expansion of existing centres) are justified by a market study and reviewed by council.

Billings Bridge shopping centre has expanded beyond regional shopping centre size without any amendment to the Region's or City of Ottawa's Official Plans. Expansion consisted of a number of additions, all of which met the requirements of the zoning by-law, so that building permits were issued without any regional planning review. Area municipalities are reviewing their by-laws to ensure that they do not permit expansion of a community shopping centre to a regional centre without a redesignation in the Official Plan to regional centre.

However the Billings Bridge experience calls into question the definition of a regional shopping centre. Is a definition based solely on gross leasable area adequate or should there be other criteria, e.g. a national department store as anchor? Have changes in the retail environment since the Plan was adopted changed the size ranges for the hierarchy of centres? It is interesting to note that the three existing regional centres identified in the Plan have all had additions since the Plan was adopted.

Regional Council has two principal areas of concern with regard to regional centres. The first is the adequacy of transportation services, including roads, parking and public transit, and of water and sewer services. The second is the impact of any regional centre on the retail function of the central area and other shopping centres. For these reasons Council sought to retain control of the number, size and location of such centres by requiring the designation of regional shopping centres in the Region's Plan.

Council's concerns with regard to neighbourhood and community centres are quite different. The concern about adequate transportation and piped services remains, but is scaled down in the sense that the smaller centres do not generate as much traffic and, although served by public transit, are less likely to be a focus of transit routes. Council's other concern is that they not be expanded into regional centres. As long as they remain community or neighbourhood centres, the number, size and location of such centres is left to the area municipalities to determine. Such centres are not specifically designated in the Region's Plan; instead they are permitted in the residential district and major commercial designations on Schedule B of the Region's Plan at locations indicated in local official plans.

There is one exception to this provision. In order to achieve the objective of a major retail focus in the centre of each urban community, there is a policy in the Regional Plan prohibiting shopping centres larger than neighbourhood size in the residential districts of the new urban communities outside the greenbelt. The Hazeldean Mall in Kanata, however, was built in spite of this policy, because it was already zoned for such use prior to the Regional Official Plan being approved.

Major Commercial

Council also recognized that the cumulative effect of a number of individual commercial facilities could result in a concentration of regional importance. The designation major commercial was applied to a number of existing commercial areas. Most of these are automobile-oriented commercial strips such as those along Merivale, Carling, Bank and St. Laurent. Council's main concern with such areas was that the traffic volumes and turning movements associated with these establishments not impair the ability of the major arterials to carry traffic.

District Centre

The district centre designation is directly related to achievement of the objectives discussed with respect to employment distribution: a public transit oriented transportation system, and creation of foci for newly developing areas. The district centres are intended to be major foci for surrounding residential districts and may include major office uses, retail commercial uses, high density residential uses and a variety of business, personal and community services. Their location is to be within walking distance of a rapid transit station, where the concentration of employment and high density residential uses would increase the use and efficiency of the public transit system.

The location and timing of district centre development was expected to be in association with the rapid transit system. Map 4 shows the district centres designated in the Plan and the approved transitway system. As can be seen the routes which were selected on completion of the Ottawa-Carleton Rapid Transit Development Programme are such that only the district centre at Blair Road and the Queensway (Eastgate) is located on the system approved for construction. If the transitways are eventually extended to the urban communities as anticipated, the Town Centres of both urban communities and the district centre at Queensview/Baxter will be located on the transitways. A study has been initiated to review Official Plan policies with respect to the character and location of district centres.

Permitted Uses in Employment Designations

There are seven employment designations in the Plan which include a variety of commercial area designations. Table 6 summarizes the uses permitted in each of the employment designations. As can be seen, in some cases the differences between designations are not great.

Are all of the existing designations necessary? Can the scheme be simplified to merely indicate a hierarchy of "activity" centres? Should any changes be made in their permitted uses or in the areas to which they apply?

The present distribution of employment in the Plan is closely related to the two objectives of achievement of a public transit oriented transportation system and creation of activity centres (foci) in newly developing areas. Amendment 34 added new goals to the Plan in the area of energy conservation, one of which is "to develop energy conserving patterns of land use". This suggests a possible strategy to deliberately reduce segregation of land uses in order to reduce travel distances. One of the major challenges of the official plan review will be to re-assess employment distribution in relation to achievement of all three objectives.

Map 4

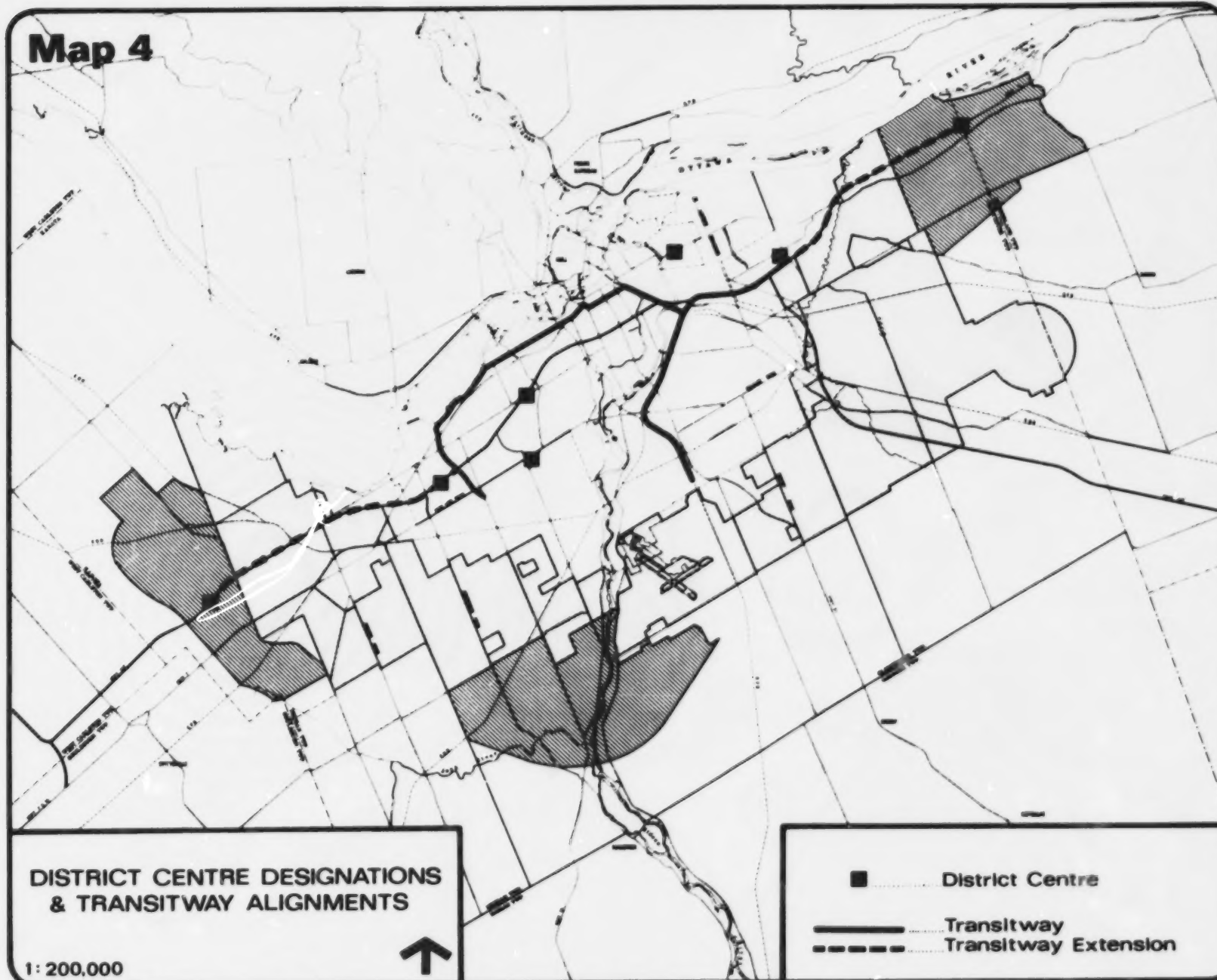


TABLE 6

<u>DESIGNATION</u>	<u>PERMITTED USES</u>						
	<u>Retail Commercial</u>	<u>Highway Commercial</u>	<u>Office</u>	<u>Community Facilities/ Institutional</u>	<u>Light Industry</u>	<u>General Industry</u>	<u>High Density Residential</u>
Central Area	"no limit"	No	Yes	Yes	Yes	No	Yes
Office Area	No	No	Yes	No	No	No	No
General Industry	a	a	a	No	Yes	Yes	No
Restricted Industry	a	a	a	No	Yes	No	No
Regional Shopping Centre	no limit	No	"small"	Yes	No	No	No
Major Commercial	no limit	Yes	"Ltd."	Yes	No	No	No
District Centre	limit	No	Yes	Yes	No	No	Yes

a: Not specified in Regional Plan but generally permitted.

OTHER EXTENSIVE USE AREA

The policies governing this designation are based on the premise that the land was originally acquired by public agencies for the purpose of providing greenspace within and around the urban area. Consequently, uses are permitted which retain the general low density character and openness of such areas.

Due to possible impacts on achievement of the employment distribution and transportation objectives of the Plan, an amendment to the Region's Plan is required prior to the establishment of major employment centres or large traffic generators in this designation. [It should be noted that most of this area is owned by the federal government which may, if it chooses to do so, ignore municipal official plans and zoning by-laws. In this sense the policy requiring amendment may be somewhat misleading].

Lastly, the Plan states that if land designated for other extensive uses is developed for urban purposes, Council will encourage the replacement of such land with other publicly owned land near the urban area. Since the Plan was adopted there have been only minor changes in the areas designated for other extensive use. Amendment 20, resulting from the River Corridors Study modified some boundaries and changed the designation in some areas, for example along the Canal, to Waterfront Open Space (recreation emphasis).

TRANSPORTATION

The transportation policies of the Plan are an attempt to accommodate anticipated needs for travel while minimizing social and environmental disruption and economic cost.

Travel Needs

Requirements for road facilities and targets for transit usage are based in part on forecasts of travel needs. The study area for forecasting travel includes both RMOC and the Outaouais Regional Community (CRO). Forecasts of travel needs undertaken for official plan preparation prior to 1974 were based on a population of 1.1 million in RMOC and 1.4 million in the study area including the CRO.

When the Plan was written travel was increasing faster than population or employment. Since the Plan was adopted, travel has continued to grow more rapidly than population. There has been an increase in average trip length as well as in the total number of trips. The distribution of trips among the various trip purposes has not changed significantly from that of 1971 or from the forecast in the Plan. Home based work trips are most significant, accounting for roughly one-third of all 24-hour person trips.

Changes in travel by trip type on a per capita basis are presented in Figure 5. The impacts of changes in population and employment projections and in travel patterns in terms of required road and transit facilities will be evaluated by the production and testing of revised travel forecasts during the Official Plan review.

Because of their concentrated nature (time and location), work trips provide the opportunity to supply high quality transit service that attracts a major proportion of travel to transit. Conversely, other trip types are of a much more dispersed nature and are thus more difficult to accommodate by transit. Consequently a balance of both public transit and roadway facilities are necessary to accommodate varying travel needs.

Co-ordination

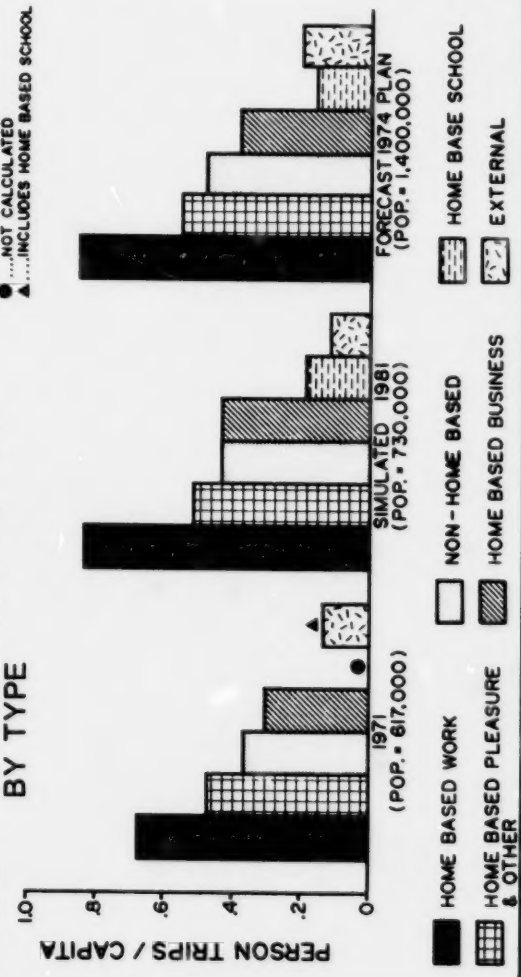
Council recognized that satisfaction of travel needs requires a variety of facilities, only some of which are under its jurisdiction. Consequently there are two policies addressing the need for co-ordination in Section 3.1.2.8. The first states Council's intention to co-ordinate transportation services under its jurisdiction with transportation services in the area but not under its jurisdiction. The second states that Council will maintain and improve liaison with all governments and agencies providing transportation services outside the area which affect transportation services within the area.

These policies are implemented through the Ottawa-Carleton Administrative Committee on Planning and Transportation (ACPAT). Committee membership includes representatives of RMOC, the Ontario Ministries of Municipal Affairs and Housing (MMAH) and Transportation and Communications (MTC), NCC, and Transport Canada. There is also a Joint Administrative Committee on Planning and Transportation (JACPAT) which includes the Quebec provincial and municipal counterparts but this group has not met since 1976.

Public Transit

Council adopted two strategies to satisfy travel needs while avoiding costly and environmentally and socially disruptive proposals. The first strategy was to locate new development

**FIGURE 5 PERSON TRIPS / CAPITA
BY TYPE**



where it would not require the construction of new major transportation facilities through existing urbanized areas. The second strategy was to accommodate travel needs by a combination of increased use of public transit and roadway facilities. The emphasis in meeting road needs was placed on improving the performance of the arterial road system, thus minimizing the need for new urban freeways.

Council adopted future guidelines for transit usage at certain screenlines as the basis for providing future transportation facilities in the Plan. The guidelines are for travel outbound from the central area during the PM peak hour. Map 5 shows 1971 transit usage, 1981 transit usage and the Plan guidelines.

In general significant progress has been made toward achieving the desired levels of transit usage. In some instances the desired modal split has already been attained or exceeded. This is particularly true in the eastern corridor across the Green Creek screenline. The transit usage guideline here was lower than most, apparently because, when the guidelines were originally established, the anticipated population for the East Urban Community was only 35,000-50,000.

The screenline where 1981 usage is farthest from attaining the desired modal split is the Ottawa River crossing. There has been significant change in the anticipated job distribution since this guideline was established and thus reassessment of the guideline is justified.

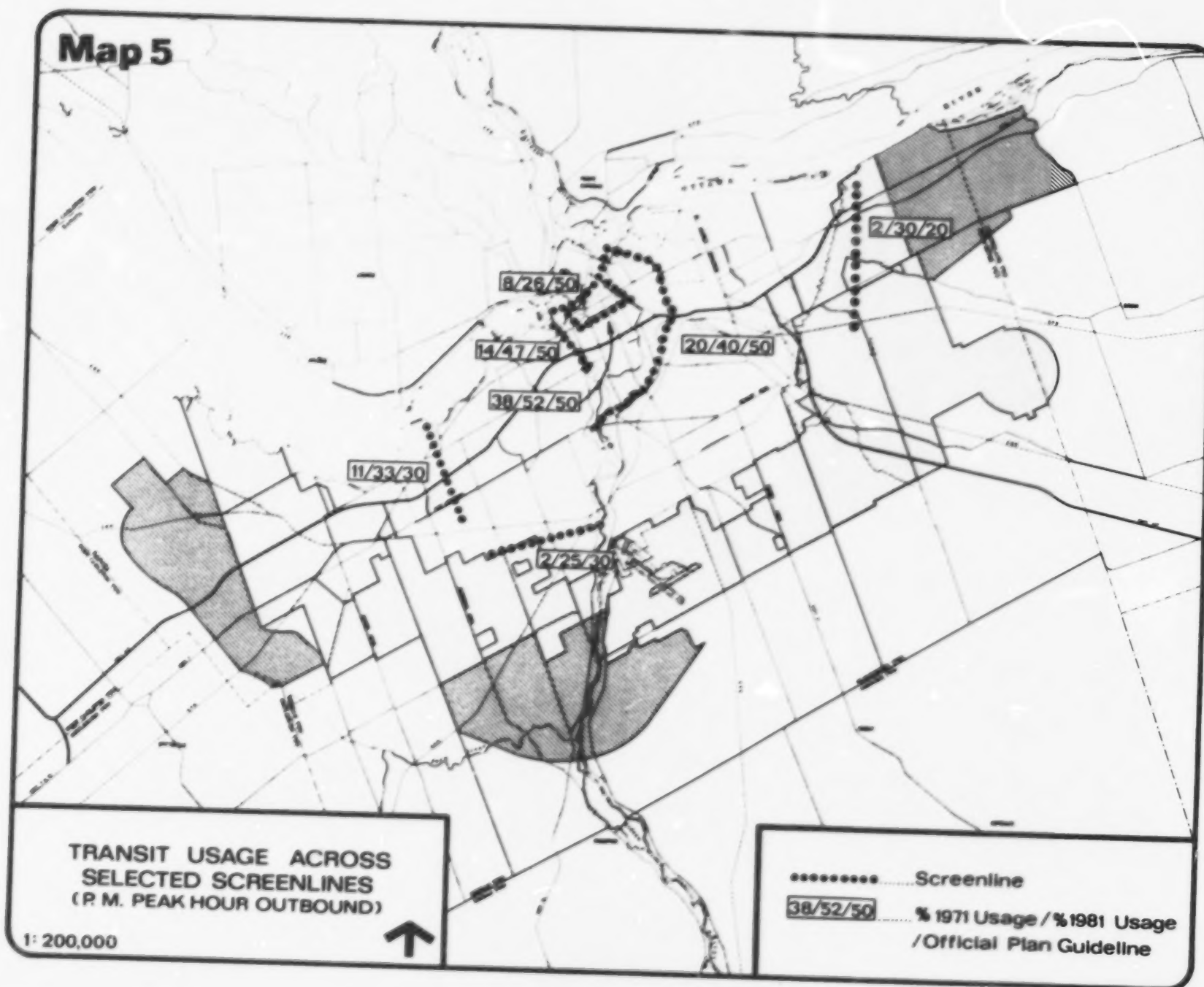
All of the transit usage guidelines should be reviewed and revised as appropriate. A basis for this review is provided in the technical work done for the Rapid Transit Development Programme (developed between 1976 and 1980).

The text of the Plan states that attainment of the guidelines implies that 80% of all work trips to the central area must be made by public transit. Currently more than 70% of all downtown peak hour work trips are made on transit.

Through traffic problems are of significant concern in the central area and surrounding neighbourhoods due to the concentration of trip destinations and of Ottawa River crossings. As mentioned in the discussion of employment distribution, transportation studies when the Plan was prepared indicated that permitting more than 100,000 jobs in the Ottawa central area would require new transportation facilities which would be very disruptive to inner city areas and costly. The continued validity of this employment ceiling will be reviewed by new transportation studies.

Between 1972 (when responsibility for transit was transferred from the City of Ottawa to the Region) and 1981, total annual transit ridership has more than doubled (from 37 million to 79 million rides per annum). Annual per capita ridership for the urban transit area is now the second highest of any transit system in North America. OC Transpo now carries more than 20% of all vehicle based trips 24 hours a day compared with less than 15% in 1974. When the Plan was written, growth in transit ridership was slower than population growth. Between 1976 and 1981, the population of RMOC grew 5% and annual transit ridership increased 31%. The years since adoption of the Plan have seen tremendous progress toward achievement of the Plan objective of a publicly oriented transportation system.

Map 5



Most of the improvement in transit ridership is a direct result of substantial improvements in service, including a tripling of service (bus kilometres travelled per year), express services, services for the handicapped, exclusive bus lanes on downtown streets, monthly bus passes and the 560 computerized telephone transit information system. The co-operation of other governments has also helped.

The Province of Ontario provides transit subsidies for both capital and operating costs. Recognizing regional objectives, the Federal government introduced flexible working hours in 1974 and employee parking charges in 1975. The NCC has permitted use of the Ottawa River Parkway as a seven-kilometre express busway during peak periods.

Since the Plan was adopted regular transit route service has been extended to urbanizing areas such as the West Urban Community, Barrhaven, Blackburn Hamlet and the East Urban Community. These areas had dial-a-bus (Tele Transpo) or peak hour service in 1974. This extension of transit service is one part of fulfilling the Plan's objective of provision of services to newly developing areas.

The 1974 Plan includes a commitment to early implementation of a rapid transit system in order to achieve higher levels of transit service, which in turn would encourage higher transit ridership and reduce traffic in the central area and surrounding neighbourhoods.

Rapid transit is defined as public transit on its own right-of-way. The Plan also contained a map indicating proposed rapid transit corridors (the "five leg system").

Following completion of the Ottawa-Carleton Rapid Transit Development Programme, the decision was made to implement a rapid transit system based on "transitways", exclusive rights-of-way for buses. Amendment 7 to the Plan implemented this decision and added Schedule E which showed the adopted routes in the south-east, west and south-west corridors and the central area. Amendment 19 defined the route in the east corridor; Amendment 21 introduced a transit mall on Albert Street in the central area, and Amendment 38, recently adopted by Council approved the route of the transitway in the Sandy Hill area along Nicholas St. and Waller St.

Construction of portions of the transitways began in 1981. Map 4 shows the approved rapid transit routes. A route for the north (interprovincial) corridor has not yet been selected. While "the rapid transit system is expected to be extended to serve the new urban communities beyond the greenbelt in the future", transportation studies indicate that this may not be necessary until sometime beyond the 750,000 population level.

Roads

While travel has been increasing faster than population, there is still a direct relationship between growth in population and travel needs. The transportation improvements indicated in the Plan were expected to satisfy the travel needs of a Regional population of approximately 800,000. Reduced rates of population growth could mean that some of the facilities (bridges, links, road widenings) proposed in the Plan will not be required as soon as originally anticipated. However if travel demand continues to increase rapidly, delay in construction may not be possible.

Schedules C and D of the Plan show the primary road network which was established as a framework for planning and design.

Roads shown on the schedules fall under federal, provincial, regional and local jurisdiction and generally provide an arterial function.

While existing arterial roads were to be the basis of meeting road needs, the Plan identified a few new high capacity facilities which would be required. The two major new elements in this road system were the Outer Ring Road and the Parkway Ring (or Inner Ring Road).

The Outer Ring Road was proposed primarily to accommodate travel between the urban communities outside the Greenbelt, as well as external and through travel in the planning area. It was to be implemented first as a rural arterial roadway with eventual upgrading to a freeway when travel between the urban communities warranted it. The route of the Outer Ring Road was seen as an important element in the secondary planning of the new urban communities.

Study of a general route location for the Outer Ring Road was begun in 1974. The consultant's report was submitted to Council in 1976. Council deferred a decision until the OMB hearing on the Regional Official Plan had been completed and a decision on the location and extent of the new urban communities made. The OMB decision confirmed early development of Kanata and Orleans with an expanded Barrhaven to come along at a later date. It was the opinion of the Transportation Commissioner that this land use pattern meant the need for the Outer Ring Road as a freeway became questionable within any reasonable planning horizon. Consequently attention has shifted to developing an arterial route primarily along existing rights-of-way. As a result, Council did not reach a decision on a general route location for a freeway facility, and the Outer Ring Road is still shown on Schedule 'D' as a conceptual link.

The Parkway Ring was to connect new high capacity crossings of the Ottawa River in the vicinity of Deschênes Rapids in the west and Kettle Island in the east and of the Rideau River south of Heron Road. The concept, the 'Box System' is shown on Map 7 of the Plan. The proposed links to implement the concept included the Western, Southern and Eastern Parkways and a short section of Highway 417 East. The proposed configuration also allowed the Parkway Ring to function as a bypass for the central area, by providing opportunities to cross the Ottawa River without travelling through the central area. The additional Rideau River crossing would provide an opportunity for east-west travel outside the inner city. Since the Plan was adopted, Highway 417 East has been built to the Queensway and the Eastern Parkway extended from Ogilvie to connect to the Queensway.

Another major transportation element in the Plan is an improved highway linkage to the south. A special study is currently being conducted by the MTC to determine the most appropriate alignment of new Highway 16. No decision has been reached but, if the consultant's recommendation is approved, the alignment for the highway currently designated in the Plan (Merivale Corridor) will be abandoned.

Most of the other proposals for new road facilities on Schedules C and D are intended to provide continuity and flexibility in the primary road grid and to eliminate potential points of congestion in the road system.

Proposed facilities which have been built since the Plan was adopted include the Vanier Parkway from the Queensway to Beechwood, the extension of Coventry west to the Vanier Parkway, the connection of Industrial Avenue to Innes Road, the extension of the Eastern Parkway from Ogilvie Road to the Queensway, new St. Patrick, and major extensions of Highway 417 in the southeast and the west. In general these facilities were built under the direction of RMOC with substantial funding by the Province.

The objective of planning and maintaining a road system is to provide for safe and efficient travel. In the past decade the Regional Municipality has implemented transportation improvement programmes based on the criteria of safety, level of service, transit priorities, co-ordination of work, and cost-effectiveness.

The implementation of some of these improvement programmes has resulted in the complete reconstruction of approximately 500 km of the road system (pavement-widening, sidewalks, traffic signals, etc.) and the elimination (upgrade to hardtop) of approximately 90 km of gravel road since 1969 (in a total Regional road system of approximately 1000 km).

Terminal Facilities

The Plan recognizes terminal facilities as integral parts of the total transportation system. Inter-urban terminal facilities are not under direct municipal jurisdiction. These include the airports, the bus terminal, the railway station and Walkley Yard. Intra-urban terminal facilities include parking areas, rapid transit stations, transit focal points and truck depots.

The policies of the Plan indicate Council's intent to co-operate with other levels of government and the private sector in order to maximize the compatibility and efficiency of the total transportation system with particular emphasis on the effectiveness of public transit. An example of the implementation of this policy is the improved transit service to both the bus and train stations and the planned location of a rapid transit station at the Ottawa Railway Station.

Parking was singled out as a potential problem area. The supply, price and type of parking has a significant impact on transit ridership as well as on the efficiency of the roadway network. In particular it was suggested that the supply of long term parking in the central area would need to be restricted to reduce automobile travel and increase transit usage. Development of a co-ordinated policy on the supply, operation and pricing of parking facilities was seen as essential to ensure the effective use of the public transit system.

Although to date a co-ordinated policy has not been developed, parking policy has not become a major problem. The City of Ottawa and the federal government have implemented parking policies consistent with the objectives of the Region's Plan.¹ The absence of a problem is demonstrated by the significant progress toward achievement of the transit usage guidelines for travel to the central area since 1971.

¹The City of Ottawa does not offer monthly rates in most of the parking facilities it owns and operates. In 1974 the federal government announced a reduction in the standard of provision of parking for employees, from one space per five employees to one space per twenty employees, in areas where public transit is available. It instituted employee parking charges in 1975.

UTILITIES

The utilities discussed in the Plan include piped water supply, sanitary sewers, storm sewers, electricity, gas and telephone. Of these, the supply and distribution of water, trunk sanitary sewers and sewage treatment, and to a certain extent land drainage (storm water) are responsibilities of the Regional Municipality. The main objective of Council is "to provide these services to all urbanizing areas in accordance with the priorities established by Council ...".

Extensions of water and sewer services were to be based on the 1970 "Report and Technical Discussion on a Master Plan of Water Works and Waste Water Control for RMOC" (the MacLaren/Richards report). Council accepted the conclusions of this report in principle.

The staging policy in the Plan states that Council intends that the construction of piped services to the South Urban Community will take place after the development of water and sanitary sewer systems to service all the lands designated "Principal Urban Area" on Schedule A is "substantially completed".

Sanitary Sewers

The strategy recommended by MacLaren/Richards was to eventually divert all sewage flows to the Green Creek Pollution Control Centre, thus eliminating all effluent discharges to the Rideau River and to the Ottawa River upstream of Green Creek. The capacity of the Watts Creek sewage treatment plant would be expanded (this was done in 1972) to handle increased flows from the West Urban Community over the short term, while the Green Creek plant was being expanded in stages and the necessary collector sewers built.

When the Plan was adopted many of the MacLaren/Richards proposals were already under construction and have since been completed. These include part of the South Ottawa Collector from the Rideau River to Russell Road, the Orleans-Cumberland collector, initial expansion of the Green Creek plant and a start on the Lynwood Collector from west of Woodroffe to the Rideau River (See Map 6).

Sewage collectors and trunks have been built to serve the West Urban Community and extended to Stittsville. The pipes are not necessarily in the locations proposed by the MacLaren/Richards report. These facilities all flow to the Watts Creek plant.

Some facilities have been built which were not contemplated by MacLaren/Richards. Examples include a forcemain and trunk along Innes Road to serve Blackburn Hamlet and the new forcemain to take sewage flows from the Village of Richmond. The East Urban Community will require an additional major north/south collector to serve the expanded development concept.

No major sewers have been initiated to serve an expanded South Urban Community.

Sewage Treatment

Phosphate removal treatment was introduced to both pollution control centres in 1975 as proposed in the Plan to achieve a higher standard of purification.

Water

The basic water supply system is shown on Map 7. Extensions to the water supply system have generally been constructed as recommended in the MacLaren/Richards report. Facilities completed since the Plan was adopted include a major reservoir and pumping station in Glen Cairn, an elevated tank in Stittsville, a reservoir in Orleans, and major feeder mains (the South Ottawa feeder main from Kaladar Avenue to Hunt Club Road, another from the Britannia treatment plant to the West Urban Community and Stittsville, and a main along St. Joseph Boulevard and Innes Road to serve the East Urban Community). Some mains have also been built which were not in, or are alternates to the MacLaren/Richards report.

Water mains have been built to Barrhaven. An extension of this main and an additional main east of the Rideau River are required for an expanded South Urban Community. The East Urban Community still requires construction of the Orleans pumping station, the Orleans elevated tank and interconnecting mains, scheduled for completion 1983-1985. In addition, a second major pumping station and interconnecting system of mains are tentatively scheduled for 1995 to suit the expanded development area requirements.

In summary, Council has implemented the policies of the Plan. It has continued to develop the water supply, trunk sewers and sewage treatment systems and has given priority to the urban area within the greenbelt and to Kanata and Orleans.

Storm Water

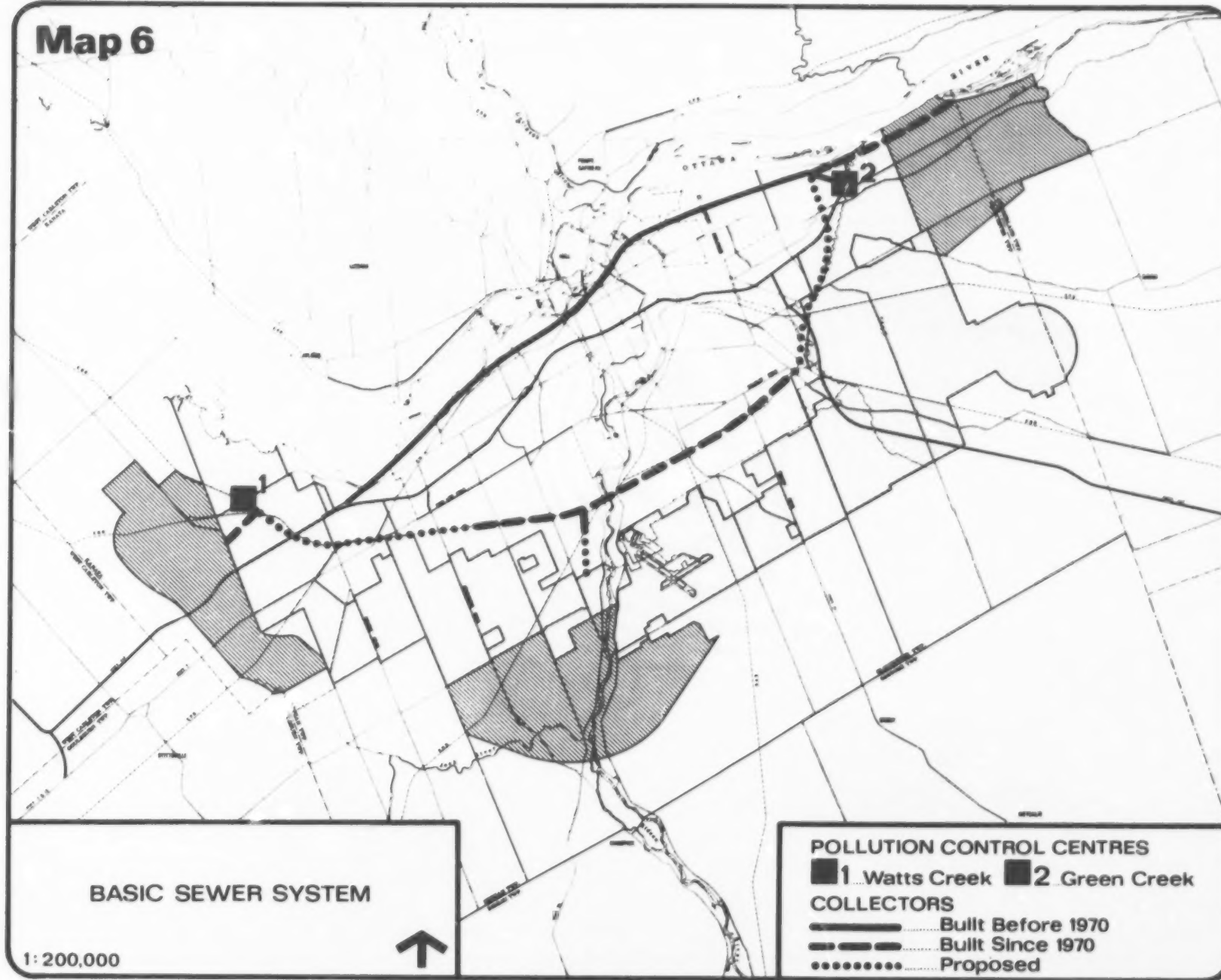
The objective of Council with respect to storm water was to diminish the adverse effect of storm water on the water quality of area watercourses. The policies were to establish in conjunction with the Ontario Ministry of the Environment prescribed treatment procedures for all storm water discharges and to ensure installation of all necessary storm water treatment facilities to serve new developments.

In fact storm water treatment is an area of mixed jurisdiction. RMOC monitors watercourses. If a water quality problem is discovered, the responsibility to correct the problem rests with the area municipality.

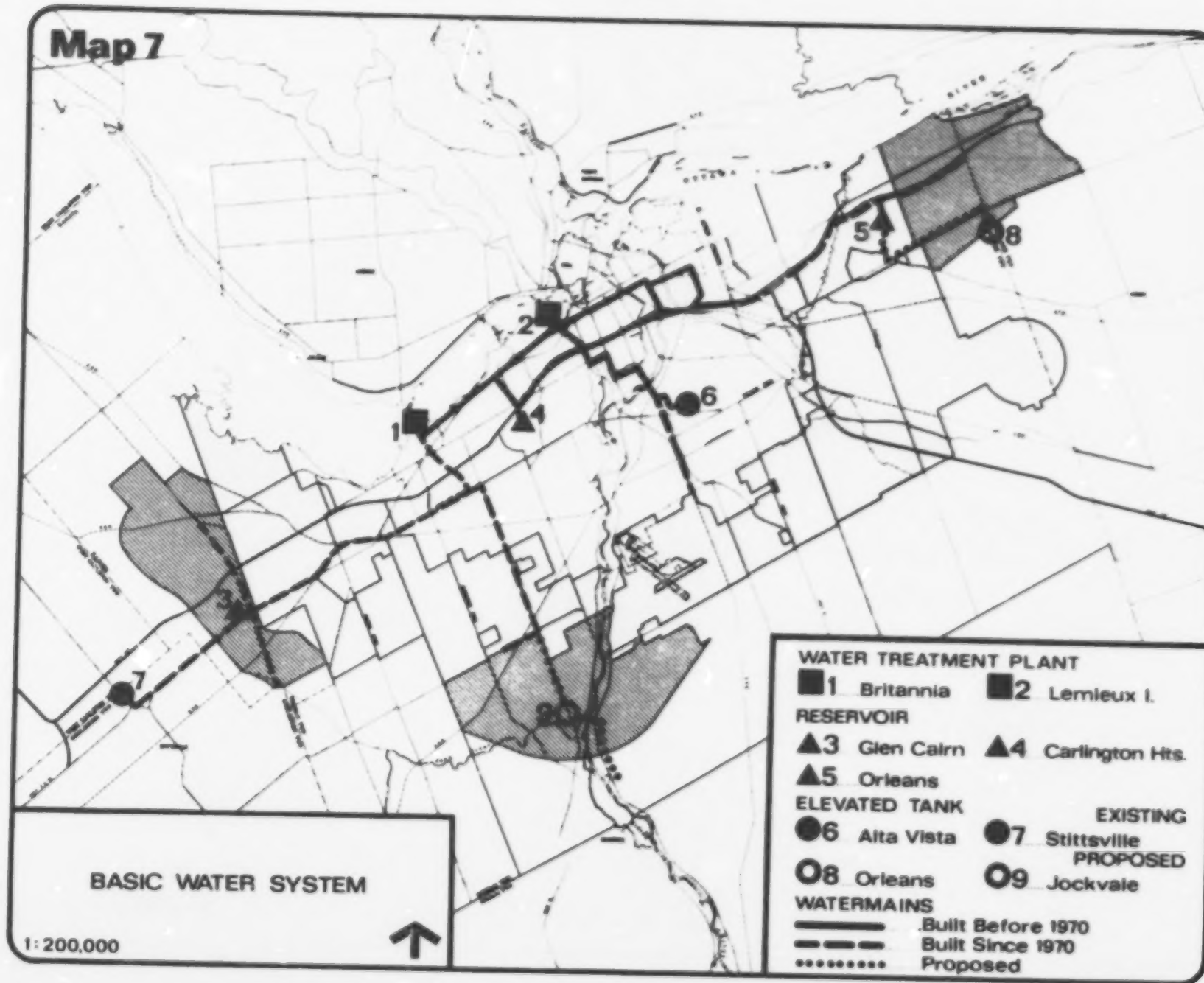
Improvement of the quality of storm water discharge from existing development has resulted primarily from the efforts of the Technical Pollution Abatement Committee, established in 1971. The pollution abatement program detects and corrects pollution sources such as cross-connections of sanitary sewers into storm sewers, cracked or dislocated sanitary lines, sanitary and combined sewer overflows and defective septic tank systems. The City of Ottawa has spent, to the end of 1981, 10.85 million dollars for its ongoing sewer separation program (replacing combined sewers with separate sanitary and storm sewers) in the Rideau River catchment area.

A policy of the Ontario Ministry of the Environment requires storm water management, both quality and quantity, for all new development in the Rideau River catchment area. This policy has resulted in the construction of a number of storm water treatment ponds. The policy also resulted in the Rideau River Stormwater Management Study, begun in 1974 and expected to conclude in 1983. It appears that the study will recommend an amendment to the Regional Official Plan to provide more detailed stormwater management policies.

Map 6



Map 7



In 1981 Regional Council initiated a study of water quality in the vicinity of Britannia, Westboro and Remic beaches on the Ottawa River. This study may result in storm water management policies for the Ottawa River.

Electricity, Gas and Telephone

These services were assumed to pose no limitations for the future form of urban expansion. Council's policy was to work with these utility companies in locating future rights-of-way and to advise the utility companies of more detailed plans as they are developed.

This policy has been implemented through the routine circulation of development proposals (including both local official plan amendments and plans of subdivision) to these agencies for comment. The Planning Department has also provided information on request to utility companies as input to their studies of future utility rights-of-way. Much of the process of locating future rights-of-way is now conducted within the framework established by the Environmental Assessment Act (eg. the current studies to locate suitable alignments for Ontario Hydro's 500 K transmission facilities to link Ottawa with Kingston and Cornwall).

CULTURAL RESOURCES

Aesthetic and Visual Quality

This section of the Plan is primarily concerned with the impact of development on the visual character of the urbanized area or of a rural setting. There is explicit recognition that Council has little ability to influence visual quality directly. The policies recommend that the area municipalities make full use of powers available to them under the Planning Act (primarily zoning and development control) to control visual design of new development. Council commits itself to good visual design of any buildings or structures that it constructs. Lastly it urges exploration of the establishment of an advisory committee or other mechanism to assist in visual design review.

There is no objective answer to the question of whether visual design has improved since the Plan was adopted. RMOC has no defined role in this area. Current proposals for revisions to the Planning Act may reduce the area municipal role as well, since the power to regulate "exterior design" has been deleted from the zoning by-law provision. In the Ottawa area, the National Capital Commission has always felt it had a mandate in the area of visual design.

There appears to be little scope for a regional role in the area of visual design.

Historic Buildings, Sites and Areas

Council recognized that continued development could at some point pose a threat to historic buildings and sites. Consequently it was felt necessary to identify buildings and sites of historic value in the Plan, so that their historic worth would be addressed before contemplating any demolition.

Identification in the Plan drew attention to localities where preservation is desirable "so that the area municipalities and other governments and agencies may take appropriate action".

When the Plan was written, the Ontario Heritage Act didn't exist. This Act now gives local municipalities the ability to identify buildings or areas of either historic or architectural value and to prepare by-laws to protect them.

Buildings and sites of historic interest are shown on Maps 4, 12 and 13 of the Plan. In the policy they are identified by reference to a number of inventories. Council was to adopt these inventories by resolution and amend them from time to time. This has never been done. In fact in one case, the inventory of the Ontario Public Records and Archives Branch, the agency no longer exists and the inventory was never completed.

A second policy was to request the completion of the Canadian Inventory of Historic Buildings within the planning area. This inventory is complete and other inventories have been done since.

A third policy requires consideration of possible impact on historic buildings, sites and areas prior to the undertaking of public works. The Regional Transportation Department does in fact consider these impacts in the planning of transportation facilities.

A final policy was to consider ways and means for Regional involvement in heritage preservation.

Like visual quality, heritage preservation is an area in which the Region has no defined role. Provincial legislation has clearly placed any municipal role in these areas at the local level. The Region should cease attempts to direct the actions of area municipalities in these areas and confine itself to statements on Council's commitment to sensitivity in these matters when planning and executing its own undertakings.

COMMUNITY SERVICES AND FACILITIES

Three distinct concerns of Council are identified in the Plan, depending on the type of community facility. The first is ensuring that RMOC may economically discharge its direct responsibility for certain community facilities, such as Homes for the Aged. The second is ensuring a pattern of development which allows adequate provision of those community services which are not its direct responsibility. And third is ensuring that major institutions, e.g. hospitals and universities, are appropriately located with respect to the provision of transportation and utility services.

Council has a direct responsibility for the community services of day nurseries, homes for the aged, and community social service centres.

Day Nurseries

RMOC may operate day nurseries, but most are provided privately. The money available for subsidized day care spaces is determined by the Province and the area municipalities.

Recent years have seen changes in the quantity and variety of day care services. In addition to centre care, there are now private home day care agencies which provide supervised day care services in the homes of day care providers. Private home day care (also called family day care) is regulated under the Day Nurseries Act. It should not be confused with private arrangements (babysitting) where there is no external supervision or requirement to meet standards specified in provincial legislation.

Most of the policies in the Plan relate to planning aspects such as location on transit routes, shared use of facilities and inclusion of day care facilities when considering major development proposals.

The underlying logic of the preferred locations indicated in the Plan's policies has been confirmed in the sites selected for day care facilities. There are day care programs located in apartment buildings, schools, churches, community centres and shopping centres. However the day care community did not select these sites out of awareness of the Plan's policies.

One policy states Council will review continually the need for and availability of day nurseries. This has not been done. However, Regional Council did establish a Day Care Task Force in 1981 to prepare a comprehensive plan for the future development of day care services in Ottawa-Carleton. Part of the Task Force's responsibility was to review the service levels and the present and future needs for day care in the RMOC. The Task Force Report has been submitted to the Social Services and Health Policy Committee of Regional Council.

While day care services have expanded, so has the need. Increased need for day care arises from factors such as increased numbers of lone-parent families and higher labour force participation by women with children, due to economic necessity and to changing attitudes toward careers for women.

In 1971 there were 24 centres offering full or half day programs with a total of 1976 spaces, of which 967 spaces were subsidized. In 1982 there were 57 centres and five private home day care agencies. Twelve of the centres and one of the private home day care agencies were operated by the RMOC. There were 3143 children in day care, of whom two-thirds were subsidized. Day care centres provided care to 2187 children, and 956 children were in private home day care. The Day Care Task Force concluded that this level of service was inadequate and recommended a doubling of day care spaces over the next three years.

There is no evidence that the policies in the Plan have had any impact on the delivery of day care services.

Homes for the Aged

Policies in this section of the Plan deal primarily with the location of facilities plus a commitment to continually review the need for and availability of homes for the aged.

The number of beds in homes for the aged increased from 1138 beds in 1971 to 1485 in 1981. Of the total of ten homes, RMOC directly operates three facilities, Carleton Lodge, Island Lodge and the Centre d'Accueil Champlain. The Region also has a role in the provision of alternative support services, such as home help visits and special care support, which enable senior citizens to remain in their own homes longer.

Monitoring of the need for and planning of health services to the elderly is now done primarily by the Ottawa-Carleton Regional District Health Council established in 1974. The elderly form an increasing proportion of the total population (from 7% in 1971 to 9% in 1981 to perhaps 13% in 2001). This growing segment of the population will require increased services. The requirement to plan to meet this foreseeable need is clear; the question is what, if any, of this planning should or can be done in the context of the Regional Official Plan?

Nursing Homes

The provision of nursing homes is not a direct responsibility of any level of government. The extent of Regional Municipal involvement in nursing homes is the provision (along with the Province) of a subsidy for the cost of nursing home accommodation for patients unable to afford it.

The only policy of this section of the Plan states that Council will "review the supply of beds in nursing homes continually to determine that adequate provision is being made by private owners and to recommend appropriate action to the Province". In fact this is another function now filled by the Ottawa-Carleton Regional District Health Council.

In March 1974, there were ten licenced nursing homes in Ottawa-Carleton containing 1267 beds. In 1981 there were the same number of homes containing 1489 beds.

The number of "nursing home" beds (includes extended care beds in both nursing homes and homes for the aged) in RMOC actually exceeds the minimum guideline of the Ontario Ministry of Health. However waiting lists and inappropriate use of acute care hospital beds both suggest that additional extended care beds or alternative measures are required.

Community Social Service Centres

Community social service centres are defined as facilities which house a number of government and/or voluntary agency services brought into one location to serve a particular neighbourhood. The agency actually responsible for the establishment and operation of each centre will vary with the services required in a particular area.

The Regional Municipality is not obliged to operate community social service centres, but Regional Council made it a policy to discharge its social service responsibilities through these centres, "where the need is demonstrated". When the Plan was adopted there were two centres in operation. In 1981 there were seven Regional and two private centres. The Region's Social Services Department also provides some of its services through the two private centres.

Community Services & Facilities Not Under Regional Jurisdiction

The Regional Plan also contains discussions of community centres, and of fire and police protection without any specific policy statements. The discussion is there primarily for purposes of information. Is this an appropriate use of an Official Plan document or do such discussions simply obscure the main policies of the Plan?

The section on libraries is also discussive but the point seems to be that there might be advantages if the Regional Municipality rather than the area municipalities were responsible for library services. The Plan says: "If library service were to become a responsibility of the Regional Municipality, not only would there be an annual municipal grant but the contributions of member municipalities would be pooled towards the development of a unified service".

The policy says Council will "explore the desire for and possibilities of providing a broader range of library service in conjunction with the Eastern Ontario Regional Library System and the area municipalities and library boards".

There has been no exploration of this idea since the Plan was adopted. Such a study may no longer be needed since all area municipalities now have libraries (some did not in 1974). If there is no interest in or need for a Regional Municipality role in library service, libraries should simply be acknowledged as an area municipal responsibility.

Parks

The Parks section of the Plan discusses the availability in 1972 of parks in the five urban municipalities inside the greenbelt. Parks are divided into three categories. Local

parks are intended for active recreation and serve a specific area such as a neighbourhood or district. Regional parks are intended for active recreation and serve the whole or large portions of a municipality (or municipalities). Passive parks are intended for informal or unorganized activities rather than active recreation.

Given that regional parks may serve more than one area municipality, Regional Council thought that the Regional Municipality might have a role in meeting future needs for regional parks and perhaps also a co-ordinating role in assessing the overall recreational resources and needs in the planning area. Consequently the first policy called for Council:

"To request the Government of Ontario to amend the legislation so that the Regional Municipality may purchase land for, develop and operate parks in order that Council may make a positive contribution towards the establishment of regional parks and a regional system of open space".

Amended legislation was passed in 1975. However, since then, several proposals for Regional acquisition and development of parks have been rejected by Regional Council. Based on the Council decisions concerning the River Corridors Study, Council still perceives a role in land acquisition for open space purposes, but has rejected a Regional role in the development and operation of active recreation facilities (an integral part of the present definition of regional parks). Current feeling seems to be that the Conservation Authorities and the Province should do more. The intended role of Council and the policy would benefit from clarification during the Official Plan Review.

The next policy addresses the joint review with area municipalities and others of the recreational needs and resources of the planning area. This has not been done. A proposal to undertake a recreational need and demand study in 1976 was not approved.

The remaining policies provide guidelines for park provision to be used until area municipalities have adopted their own standards through an approved local official plan. While there are still municipalities without park standards, occasion to use the park provision guidelines in the Regional Plan has not arisen. Subdivision applications are reviewed on the basis of the 5% parkland dedication provision in the Planning Act.

Schools

One of the objectives of the 1974 Plan is optimum use of existing community facilities. For most types of facilities, (parks, community centres, libraries) it has not been possible to determine if use is optimum or not. In the case of schools in the older urban areas, however, a problem of underutilized school facilities clearly exists.

The changing demographic structure of the population has resulted in severe declines in school enrollment in older urban areas. Declining enrollment was already evident when the Plan was written. The Plan noted that for the former Carleton County the proportion of the population aged 5-14 years was forecast to decline from 21% of the population in 1966 to 15% in 2001. In fact this age group had already declined to 14% by 1981.

Changes in enrollment for the various boards are shown in Figure 6. In general the Ottawa Boards have experienced enrollment declines while the Carleton Boards, which serve the outer suburbs and the new urban communities, have had enrollment increases.

During the period 1970 to 1980 only the Ottawa Roman Catholic Separate School Board had a net reduction in number of schools from 90 to 63. Each of the other school boards took two schools out of service during the period, but opened others for a net gain. The Carleton Roman Catholic School Board had a net gain of 10 schools for a total of 51. The Carleton Board of Education had a net gain of 14 schools for a total of 73. The Ottawa Board had a net gain of two schools for a total of 78 in 1980.

The policies in the Plan encourage locating school sites adjacent to a park or community centre. This has become almost standard practice in secondary planning and in major subdivision proposals.

Another policy requests school boards to offer surplus school sites first to the area municipalities and secondly to the Regional Municipality. Since the Plan was adopted, the Ministry of Education has issued a regulation under the Education Act dealing with the disposition of surplus school sites. The regulation, which came into effect on Jan 1, 1981, requires that such sites be offered first to the counterpart school board (separate or public), secondly to the local municipality and then to other specified agencies, including regional municipalities.

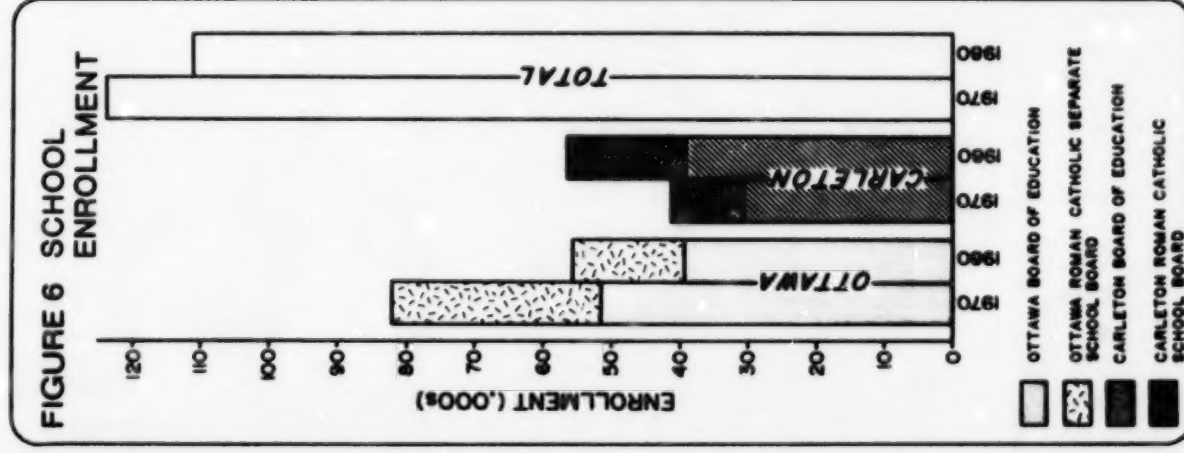
A final policy requests the area municipalities to ensure land is available to the school boards at the lowest possible cost. This policy seems to be gratuitous interference. If this is a matter to be negotiated between area municipalities, school boards and developers, they will do as seems best to them regardless of Regional "requests".

Hospitals

Hospitals are another area where the planning function is now fulfilled by the District Health Council. When the Plan was written there was a separate Ottawa Regional Hospital Planning Council which assessed hospital needs. Regional Council requested that this Planning Council or any successor organization keep them advised of changing needs for hospital care. Communication between the Health Council and RMOC is assured in that the Health Council includes some Regional Councillors, and RMOC gives capital grants for hospital construction.

Council declared that any new hospital site must be approved by them in consultation with the area municipalities, presumably so that they could fulfill the next policy on providing a good level of public transit and road service to all hospitals. No new hospital sites have been selected since the Plan was adopted, but it appears that at least one (relocation of Grace Hospital) will be selected in the next few years.

Since 1972 there have been four new hospitals constructed in Ottawa-Carleton, and at least one conversion of type. The new hospitals include the new Ottawa General, the Children's Hospital, the Royal Ottawa Rehabilitation Centre on Smyth Road, and



the Queensway-Carleton on Baseline Road in Nepean. The old General Hospital on Bruyère Street has been converted into a chronic care centre (Le Centre de Santé Elisabeth Bruyère).

While the number of hospitals increased from 8 to 12, the number of rated beds increased by only 507, from 3282 in 1972 to 3789 in 1981.

Universities and Colleges

The policies for universities and colleges are identical to those for hospitals, requiring Council approval of new sites and promising a good level of transportation services. No new universities or colleges have been established since the Plan was adopted.

Summary

In summary - for those social services where RMOC has a direct role in their delivery (day nurseries, homes for the aged, community social service centres) there is no question as to the appropriateness of establishing Regional policy. However, the existing policies and their inclusion in the Regional Official Plan or some other document might be reviewed. It may be best to have general policy direction in the Plan, with program details in other documents which can be amended quickly in response to changes in the policies of senior levels of government. An example of a general statement which might remain in the Plan is Council's commitment to delivery of social services through community social service centres. (The Day Care Task Force for instance has recommended a neighbourhood-based approach for the planning and delivery of day care services). Reference could be made to the role of the Ottawa-Carleton Regional District Health Council in reviewing need for the various health facilities.

For those areas where the Regional Municipality does not have a defined role but appears to have wanted one in 1974 (visual design, heritage preservation, libraries, parks) the Official Plan Review provides an opportunity to reconsider these matters. If it is decided that a community service is a matter of exclusively area municipal jurisdiction, then Regional policies could be restricted to the management of their own affairs with regard to these matters (e.g. good design for RMOC buildings or structures, consideration of heritage impacts of public undertakings by RMOC). Lastly for those facilities where the sole Regional concern seems to be their location with respect to transportation services (hospitals, universities), perhaps this concern could be incorporated in transportation policies.

RURAL SECTION

WHAT IS THE RURAL AREA?

The rural area includes all land beyond the greenbelt excluding the East and West Urban Communities and Barrhaven. The boundary of the rural area is shown on Map 8.

REVIEW OF RURAL OBJECTIVES AND POLICIES

There are over 30 objectives in the Regional Official Plan which relate to the scale and structure of growth in the rural area. Not all of the objectives can be measured empirically nor can all of them be given an equal weight in regards to the intent of the Regional Official Plan, and therefore only the major objectives are referred to in this discussion. It is intended, however, that all of the objectives be reviewed. Comments on any objective or policy are welcomed during the review process.

Target Population for the Rural Area

Council intended the rural population to be approximately 10% of the Regional population.

The Regional Official Plan specifies population increases for the rural areas in Tables 2-5 and 2-6. In Table 2-5 of the Plan, Council tied rural population growth to two levels of Regional population (750,000 and one million). Although the table indicates years at which the population level might be attained, it was Council's intention that the population thresholds rather than the years be used for staging purposes. The relationship between rural and regional population growth has already been dealt with in the first section of this report.

Table 2-6 allocates the anticipated population increase on country lots (50% of total rural population increase) among the various area municipalities. Potential population increase due to the creation of country lots since the Plan was adopted was estimated by multiplying the number of registered and draft approved country lots (from 1975-81) in each municipality by a household size of 3.5 persons per unit. The resulting potential population was compared to the Stage 1 population increase in Table 2-6 (corresponding to a Regional population of 750,000). The estimated potential population did not exceed the permitted increase for any municipality. Moreover the actual population increase to date is much less than the potential population increase as only approximately 25% of all country lots created in registered plans of subdivision have been built.

Table 2-6 assumes each municipality will grow in proportion to its rural acreage. The assumption of growth solely in proportion to land area does not recognize that some areas, because of proximity to urban areas, availability of services, transportation access or a variety of other factors (which may change over time), have a greater attraction for development than others.

Table 7 Rural Population Growth				
Regional Population ^a	Rural Population	Increase Over 1971	Increase in Each Stage	Year ^a Stage
471,931	49,000	—	—	1971 1
750,000	75,000	26,000	26,000	1991 1
1,000,000	100,000	51,000	25,000	2006 2

Table 2-5 from '74 Plan

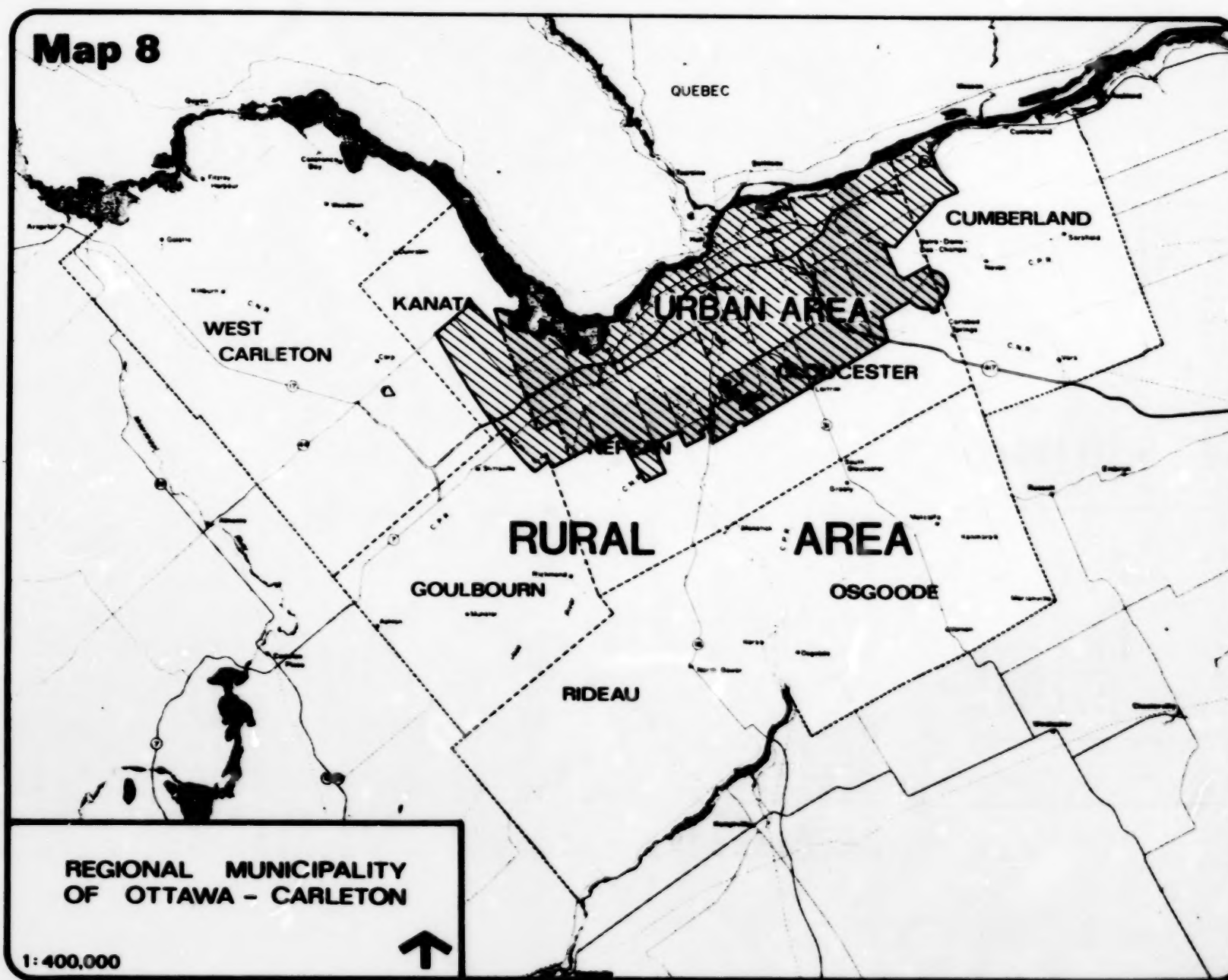


Table 8
Country Lot Development -
Distribution^a and Staging^b

Municipality	Population Increase on Country Lots ^c		
	Stage ^b 1	Stage ^b 2	Total for Planning Period ^d
	3 200	3 200	6 400
West Carleton	650	650	1 300
Merch	1 400	1 400	2 800
Goulbourn	900	900	1 800
Naslean	2 150	2 150	4 300
Rideau	1 900	1 900	3 800
Osgoode	900	900	1 800
Gloucester	1 650	1 650	3 300
Cumberland			
Totals ^e	12 750	12 750	25 500

Table 2-6 from '74 Plan

There has been confusion about the level of village population growth permitted in each municipality. When the Regional Plan was written, the half of rural population growth which Regional Council wished to see located in villages was assigned equally among all the designated villages. However, the table showing the results of this exercise was not included in the Plan when it was adopted. In the absence of this table, some municipalities have assumed their village population to be equal to their country lot population allocation in Table 2-6; other municipalities continued to plan on the basis of the original allocation although it was no longer explicit in the 1974 Plan.

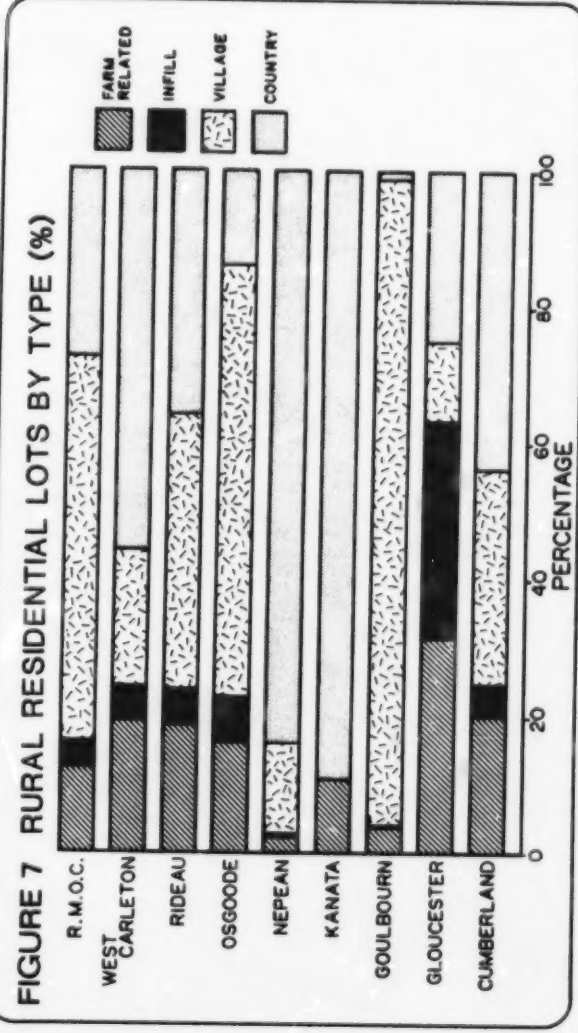
Confusion as to the village population allocation resulted in confusion as to the total rural population allocation for each local municipality. Rural population allocations by local municipality are usually regarded as necessary, in order to ensure that the target populations of the various local official plans do not greatly exceed the target rural population for a Region as a whole. If such allocations remain in the Plan, they should be clearly stated.

Another problem with the population allocations is that the link to development approvals has not been made explicitly. There is no complementary table comparing numbers of lots to population, thus creating difficulties in assessing the number of lots which should be approved. This is particularly important in rural areas because population growth cannot be closely monitored. For most of the villages, population figures are only available every five years from the Census of Canada, and then not until perhaps two years after the Census. Lot approvals must be related to population allocation, because, once lots have been registered, it is impossible to restrict their development and population in excess of the allocation could result.

The whole issue of rural population allocation, its significance as a regional planning issue, and the development of implementable policies will be a major focus of the Official Plan work relating to the rural areas.

Rural Settlement Pattern

Council's preferred rural settlement pattern was an even split of rural population growth between villages and large country lots. This ratio could, however, be varied in local official plans without amendment to the Regional Official Plan.



In the rural area as a whole, more than twice as many village lots than country lots were created from 1975-81 (2,160 versus 1,057). However, 60% of all village lots created were in Goulbourn, primarily in Stittsville. If Goulbourn is subtracted from the totals, country lots exceed village lots (1,036 versus 859).

As can be seen in Figure 7, the various municipalities have utilized the flexibility in the Regional Plan to vary the 50/50 village to country lot ratio. The extremes range from Goulbourn (at 95% village lots and 1.5% country lots) and Osgoode (63.2% village lots and 13.9% country lots) to Nepean (at 13.3% village lots and 83.6% country lots). Table 9 also shows the significant proportion of farm-related lots in some municipalities.

Since it is likely that the different development patterns in the various local municipalities reflect real differences in the physical characteristics and aspirations of each municipality, the maintenance of a 50/50 split as a regional policy is a matter requiring careful consideration during the Official Plan review.

TABLE 9
RURAL RESIDENTIAL LOTS CREATED
BY TYPE AND MUNICIPALITY 1975-1981

	Farm Related	Infill	Village	Country	Total
Cumberland	114	25	179	248	566
Gloucester	28	28	11	22	89
Goulbourn	46	1	1302	21	1370
Kanata	2	0	-	16	18
Nepean	6	2	35	220	263
Osgoode	95	38	368	81	582
Rideau	77	23	163	147	410
W.Carleton	103	30	103	302	538
RMOC	471	147	2161	1057	3836

Resource Objectives

One of the most critical objectives for the rural area is to avoid the unnecessary waste of non-renewable resources and respect the natural environment. By restricting country lot development to marginal resource areas and encouraging the expansion of existing villages and hamlets, the Regional Official Plan intended that scattered rural development on mineral, agricultural and natural environment area lands would be minimized. However, an analysis of agricultural, infill and country lots created between 1975 and 1981 shows that in that period, 921 out of 1,675 new lots were created on lands falling within one of those resource designations.

However 374 (40%) of these were agricultural related severances, most of which were created in the agricultural resource designation for the purpose of a retiring farmer or farm help. These lots are considered a necessary requirement of the accommodation needs of the rural area and should therefore not be viewed as a "waste" of a non-renewable resource.

Some hamlet and infill lots will inevitably be located in resource designations, because hamlets are not a separate designation in the Regional Plan and many are located in resource designations.

The 474 country lots which were created in resource designations represent 45% of all country lots created between 1975-81

The Regional Official Plan policies do permit country lots to be created in mineral resource areas where it can be proven that it is not viable to develop the resource. Although it has not been investigated if all of the 275 registered country lots located in areas designated mineral resource were approved under this policy, this certainly was the case for 218 country lots in two Nepean subdivisions.

TABLE 10

RURAL RESIDENTIAL LOTS BY LOT TYPE
AND REGIONAL OFFICIAL PLAN DESIGNATION
(1975-1981)

LOT TYPE	REGIONAL PLAN DESIGNATION							
	1	2	3	4	5	6	7	8
Farm Related Hamlet/Infill Country	72	2	317	29	28	5	14	4
	28	1	55	15	3	1	37	7
	502	-	193	275	6	17	58	6
TOTALS	602	3	565	319	37	23	109	17
								1,675

REGIONAL PLAN DESIGNATION

- | | |
|-----------------------|-------------------------|
| 1 - MARGINAL RESOURCE | 5 - NATURAL ENVIRONMENT |
| 2 - VILLAGE | 6 - HAZARD LAND |
| 3 - AGRICULTURAL | 7 - RIVER CORRIDOR |
| 4 - MINERAL RESOURCE | 8 - OTHER |

Flexibility about lot creation in mineral resource areas was considered necessary in the 1974 Plan because the mapping available at that time was not sufficiently detailed as to the quality and quantity of mineral resources.

Since then better mapping has become available. Current proposals for amended mineral resource policies define the resource areas much more precisely (a reduction in designated area from 14,000 to 4,900 ha).

Due to the greatly increased confidence that the designated areas contain commercially viable resources, less flexibility in permitted uses is being recommended. The proposed mineral resource areas do not include any existing residential uses, and no new residences would be permitted. Much of the area previously designated mineral resource in the 1974 Plan would be re-designated marginal resource. If the proposed policies are adopted, there should be no subsequent creation of country lots in the mineral resource designation.

The 1974 Plan also makes provision for country lots on lands designated agricultural resource, if there is a substantial pocket of poor soils. Council stated that these areas may be designated in local official plans for country lot development without amendment to the Regional Plan. The Township of Cumberland used this provision to pre-designate areas for country lot development in their local official plan. All country lots in Cumberland are located in these pre-designated areas (which incidentally also meet Regional landscape amenity requirements for treed and rolling sites).

A new mapping of soils and agricultural capability for RMOC is expected to be available soon. Perhaps a more accurate and realistic definition of agricultural resource areas based on the new mapping will eliminate the need for the exceptions permitted under the policies of the 1974 Plan, or pave the way for redesignation of "pockets of poor land" as done in the Cumberland Plan.

On balance, it appears that most of the lots created in resource designations were permitted under the policies of the Plan and the regional objective of respecting the natural environment has been met. And, in future, the more precise mapping of mineral and agricultural resource areas should reduce the future creation of rural lots, especially country lots, in resource designations.

A second companion objective which relates to the protection of rural resource areas is to ensure compatibility between land uses and avoid land use conflicts. As noted in the Regional Official Plan, the two rural activities which have the greatest potential for causing conflicts with rural residential uses are farming and mineral extraction. At this time, there is no evidence available to evaluate whether the development of rural residences has led to conflicts since the adoption of the Official Plan.

Another objective of the Plan is that public health and safety be protected by avoiding hazard lands and ensuring the adequacy of private water and sewer systems. Between 1975 and 1981, only 23 lots were created on lands designated "hazard". The Regional Plan does permit the creation of a lot where it can be proven that a building intended for human occupancy can be situated outside the hazard area or that hazard conditions don't exist. Since there were so few of these lots created, it is likely that in most cases the proposed lot was in conformity with the hazard land provisions.

One should question whether the resource policies as they now stand are effective in protecting the natural resources in the Region. The resource objectives and policies may need to be re-thought during this review process in order that the goal of protecting resources is effectively implemented. Any amendments must be co-ordinated with the policies for the resource area designations in Part 5 of the Plan.

RURAL LOT CREATION

The Regional Official Plan policies currently allow for the creation of five types of rural lots: farm-related, infilling within hamlets, infilling within existing clusters, village and country lots. In this section of the report, rural residential lot creation since the Plan was adopted is related to the objectives and policies in the 1974 Plan for each lot type.¹

Farm-Related

The Plan says very little about the creation of farm-related rural lots. One of the rural objectives is to meet the accommodation requirements of the rural economy, of which farmhouses are the most obvious example. The only other reference is in Part 5 of the Plan in the discussion of permitted land uses in the agricultural resource area designation. This section states that designated agricultural resource areas shall be used primarily for farming, including the residential accommodation requirements of the farming activity. The policies do not define what type of lots shall be considered as required for farming activity nor is there any policy relating to size or number of lots which may be created.

During the study period there were 471 farm-related lots created. The majority of these lots were created as retirement lots for farmers and lots for farm help -usually a family relation. The number of farm lots created by area municipality is shown on Table 1. Cumberland, West Carleton, Osgoode and Rideau were the most active.

There were 1,986 farms in the Region according to the 1976 Census and an average of 30 retirement lots per year were created between 1975 and 1981. This suggests that less than 2% of farm operators retire each year to take up residence on the farm.

The number of farm lots created each year has declined dramatically since the Plan was adopted (see Figure 8). Data summaries of rural severance activity prepared by the Planning Department indicate that between 1971-74, (i.e. the period before the adoption of the Regional Official Plan), 1008 farm-related lots or 252 lots per year were created. Between 1975-79, an average of 78 farm-related lots were created per year. The number of severances in 1980 and 1981 dropped again to 54 and 29 (with an additional 17 pending) respectively.

¹Data in this section is taken from a study of rural lot creation during the period 1975-81. Additional tables on rural lot creation by type, by year and by area municipalities are available from the Policy and Program Division.

As shown on Table 10, not all of the farm-related severances were approved on lands designated agricultural resource area, which supports the objective of avoiding the unnecessary waste of non-renewable resources.

Of all the rural residential lot types, farm-related lots have the highest proportion of lots built. This is not surprising, since in the case of retirement and farm help lots (which constituted almost 80% of all farm-related lots between 1975 and 1981) the future occupants of the housing unit have already been identified at the time the severance is requested.

Farm-related lots accounted for 12% of all rural residential lots created between 1975 and 1981, but 25% of all the rural lots on which a house was built. As such these lots represent a significant component of rural population growth; they cannot reasonably be overlooked in discussions and policies concerning rural population growth as is done in the 1974 plan.

Infilling Within Hamlets and Existing Clusters

Since the adoption of the Regional Official Plan in 1974, two sections have been added by amendment which permit infilling. Official Plan Amendment 3, as approved by the Minister of Municipal Affairs and Housing in March 1979, added Section 2.4.2.8 to permit a limited amount of residential infilling in hamlets but requires that local official plans designate where infilling would be permitted and adopt policies relating the allocation of hamlet population to total village and country lot allocations.

Official Plan Amendment 20, as adopted by Council in November 1980, added Section 2.4.2.9 "Infilling within existing residential clusters". This type of development was to be designated in local official plans and was not intended to permit extensions beyond the limits of existing development. These lots are also to form part of the country lot allocation in Table 2-6 of the Regional Plan.

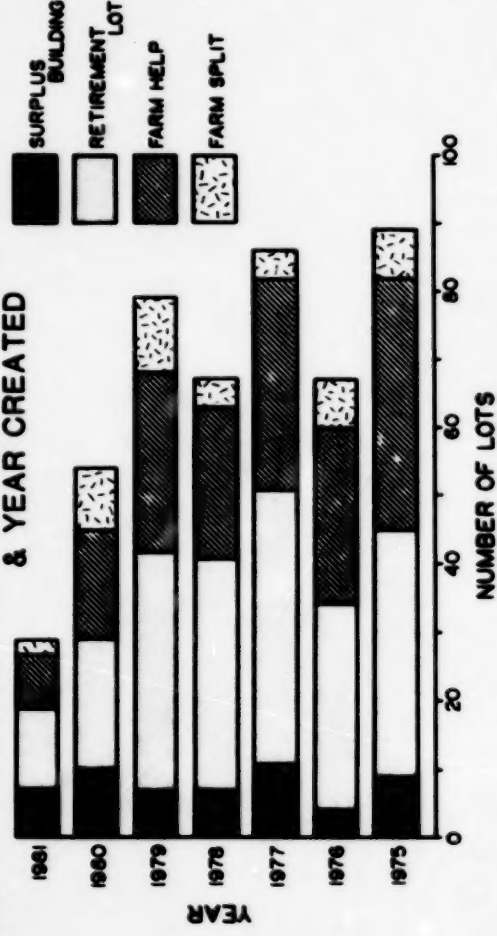
All of the 147 infill lots created in the study period were as a result of severance applications and not subdivisions. All of the local area municipal plans have some reference to policies affecting hamlets, and in most cases the hamlets are designated on the Schedules to the local official plan.

Since Amendment 20 is relatively recent and has not yet been approved by the Minister of Municipal Affairs and Housing, the local area municipalities could not have been expected to have incorporated these policies into their local documents. It is still too early to judge how the infilling policies will affect the rural pattern of development but if they are implemented as required by the Regional Official Plan, the impact should be minimal.

Village Lots

There are approximately forty villages and hamlets in the RMOC. Council designated 29 of these villages in the 1974 Plan to be the focus of village expansion. Council's desired rural settlement pattern was for half or more of rural development to occur in these villages. In fact 56% of the rural lots created from 1975-1981 were located in villages, although only 46% of the rural lots built on were in villages.

**FIGURE 8 NUMBER OF FARM RELATED LOTS BY TYPE
& YEAR CREATED**



There has been great variation in the amount of growth experienced in the individual designated villages since the Plan was adopted. Fully one third (ten) of the designated villages had no new lots created by plan of subdivision (registered or draft approved) from 1975-82. At the opposite end of the spectrum, Stittsville by itself accounted for 50% of all village lots registered or draft approved during the same period.

TABLE 11
Village Development by Plan of Subdivision
1975-82

Village	Lots Registered	(Lots Built)	Lots Draft Approved	Total
Cumberland	-	-	-	-
Cumberland	-	-	114	114
Navan	103	(16)	-	103
Sarsfield	-	-	24	24
Vars	24	(22)	35	59
Gloucester	-	-	-	-
South Gloucester	-	-	-	-
Leitrim	-	-	-	-
Calsbad Springs	-	-	-	-
Notre Dame	-	-	-	-
des Champs	-	-	-	-
Goulbourn	-	-	-	-
Munster	-	-	11	11
Richmond	91	(41)	7	98
Stittsville	1096	(174)	428	1524
Ashton	-	-	-	-
Nepean	24	(19)	-	24
Hearts Desire	10	(1)	12	22
Fallowfield	-	-	-	-
Osgoode	64	(19)	29	93
Greely	83	(32)	54	137
Metcalfe	154	(57)	55	209
Osgoode	33	(9)	38	71
Vernon	-	-	-	-
Marionville	-	-	-	-
Kenmore	-	-	-	-
Rideau	38	(16)	23	61
Kars	65	(21)	59	124
Manotick	58	(38)	98	156
North Gower	-	-	-	-
West Carleton	-	-	-	-
Dunrobin	40	(6)	71	111
Carp	26	(12)	42	68
Constance Bay	18	(4)	-	18
Kinburn	-	-	-	-
Woodlawn	-	-	-	-
Fitzroy Harbour	-	-	-	-
Galetta	-	-	-	-
	1,927	(487)	1,100	3,027

The difference between villages have been recognized in practice. For instance, Woodlawn, although a designated village in the Regional Plan, was approved as a hamlet in West Carleton's official plan.

Rural population by municipality and village is shown in Table 12.

When the Plan was written, and as is true today, three of the Region's villages, Richmond, Stittsville and Manotick, were significantly larger than the other villages. These villages each have an identifiable commercial core and facilities such as schools, churches and service industries. Each of these villages occupy over 100 hectares of land.

Currently the three villages are very similar in size (2700-3000 people). However, the lots already registered or draft approved in Stittsville could accommodate an additional population of more than 5000 people, making Stittsville significantly larger than any other village. Stittsville has both central sewer and water services and Richmond soon will have central sewer service, which may increase their ability to attract and accommodate various types of development (residential, industrial...). Is there a point where a village becomes not only larger but qualitatively different? If so, is the difference one of Regional significance or local significance? Are separate designations and policies desirable in either the Regional or local official plans for rural "towns"?

According to the 1974 Plan, the expansion of the designated villages shall be on the basis of local official plans. Since 1974 most of the rural municipalities have undertaken the preparation of official plans or official plan amendments, which in most cases have included plans for individual villages. These plans have shown, in varying detail, proposed future land use patterns for individual villages and staging (related to the two stages in Table 2-5 of the Regional Plan).

Given the rates of population growth in the past, it is unlikely that most of these villages will grow to their projected local official plan levels within the planning period. This situation does not pose a problem where in addition to staging, the local plans have a phasing policy requiring the development of lands contiguous to existing development, thereby allowing for the orderly extension of streets and services. A review of the rural official plans indicates that, although quotas have been set for lots to be created, in some cases all of the lands designated or proposed for residential uses can be developed at any time. The question then arises as to whether the Regional Official Plan should be more specific as to what each of the local official plans should contain and if so would this create a conflict with the objectives of allowing the greatest possible scope for local planning? In this regard it would be important to demonstrate where development occurring in a leapfrog manner has had an adverse impact on achievement of Regional objectives.

Almost 80% of the village lots created by plan of subdivision from 1975-1981 were still vacant as of July 1981. This large supply may affect the decision of developers to register existing draft approved lots. While competition in the supply of

TABLE 12
RURAL POPULATION BY MUNICIPALITY AND VILLAGE 1966-1981

Rural Population by Municipality (and Population of each Village therein)	1966 Census	1971 Census	% Change '71-'76	1976 Census	% Change '76-'81	1981 Census
<u>Rural Cumberland (Total)</u>	6,229	6,130	10.4	6,765	5.7	7,150
Cumberland	537	581	-5.3	550	-5.8	518
Navan	208	238	71.0	407	2.9	419
Sarsfield	264	254	14.2	290	3.8	301
Vars	303	395	42.8	564	-6.5	527
<u>Rural Gloucester (Total)</u>	N/A	5,580	-14.4	4,775	-4.7	4,550
South Gloucester	221	270	32.6	358	40.5	503
Leitrim	N/A	N/A	-	183	-13.1	159
Carlsbad Springs	234	226	111.5	478	28.9	616
Notre Dame des Champs	N/A	N/A	-	N/A	-	517
<u>Goulbourn (Total)</u>	5,878	6,995	26.6	8,855	8.0	9,559
Munster	N/A	392	185.4	1,119	59.3	1,531
Richmond	1,391	2,122	25.7	2,667	8.0	2,880
Stittsville ¹	1,651	2,158	33.3	2,877	3.2	2,970
Ashton	109	143	-0.7	142	3.5	147
<u>Rural Kanata (Total)</u>	1,016	705	36.9	965	19.2	1,150
<u>Rural Nepean (Total)</u>	2,592	2,000	15.8	2,315	12.3	2,600
Fallowfield	N/A	296	-1.0	293	3.4	303
<u>Osgoode (Total)</u>	6,690	7,760	16.2	9,015	3.8	9,360
Greely ²	284	267	257.7	955	6.3	1,015
Metcalfe	426	473	44.0	681	.9	687
Osgoode	751	823	19.6	984	15.6	1,138
Vernon	216	237	28.7	305	-6	303
Marionville	74	112	30.4	146	13.7	166
Kenmore	162	220	10.0	242	-31.8	165
<u>Rideau (Total)</u>	3,828	5,830	49.7	8,730	3.7	9,052
Kars	133	183	123.5	409	9.8	449
Manotick ³	1,031	1,862	52.9	2,848	-4.5	2,719
North Gower	433	363	72.2	625	30.9	818
<u>West Carleton (Total)</u>	4,787	6,005	48.3	8,905	11.5	9,929
Dunrobin	61	99	-49.5	50	34.0	67
Carp	410	516	33.9	691	2.3	707
Constance Bay	143	532	129.3	1,220	20.6	1,472
Kinburn	178	180	-1.6	177	20.9	214
Woodlawn	N/A	N/A	-	N/A	-	45
Fitzroy Harbour	206	317	36.0	431	3.5	446
Galetta	162	142	9.2	155	13.5	176
Total Village Population	9,588	13,401	48.1	19,847	10.7	21,978
% Village of Total Rural Population	30.9	32.7		39.4		41.2

¹Stittsville + Fringewood

²Greely + Cedar Acres + Osgoode Gardens

³Manotick + Hillside Gardens

vacant lots is desirable, an oversupply is not only costly to the developer who must finance undeveloped lots, but may also affect municipalities' planning and expenditures where new facilities are anticipated in advance of actual demand.

One of the objectives in the 1974 Plan is that the size of any village community should be limited by its potential to expand on the basis of private individual services. Council stated that:

... under no circumstances should a village expand through the 1,000 population threshold; nor should there be further expansion of any village having a 1974 population above 1,000, in the absence of information on how much additional growth can be safely accommodated on private individual services.

An exception to this policy was made for villages with communal services.

Each local official plan was to include professional evidence based on field investigations that the amount of growth in the locations proposed could be accommodated on individual private services acceptable to the Ontario Ministry of the Environment.

There are eight villages in the Region which, in approved local official plans, are intended to accommodate more than 1,000 persons on the basis of private individual services. These villages are North Gower in Rideau; Carp, Constance Bay and Fitzroy Harbour in West Carleton; Osgoode, Metcalfe and Greely in Osgoode; and Cumberland. In most cases hydrogeological studies were undertaken during the preparation of official plans and amendments which demonstrated that the amount of proposed growth could be safely accommodated on private services.

This policy is clearly related to the objective of protecting public health and safety. There has been confusion in the interpretation of the policy. In some cases it has been interpreted as an absolute prohibition of a village's expansion through the 1,000 population threshold. In other cases the 1,000 population threshold was taken as the point where professional evidence on potential for safe accommodation of additional growth on private services was required. Clarification of the policy is required. It might also be beneficial to re-examine the issue of the population level (real or proposed) at which the continued safety of expansion on the basis of private individual services should be questioned. It is not clear that the 1000 limit has any magic.

An exception is made in the Plan to the objective of village development on private individual services in the case of villages where communal services were already required in 1974 for public health and safety reasons. For these villages (identified in the 1974 Plan as "Richmond, Stittsville, Manotick and possibly others"), expansion on the basis of communal water and sanitary sewerage systems may be considered. Unfortunately that is the extent of policy direction in the 1974 Plan for the future development and size of these exceptional villages.

At present the village of Stittsville has central sewer and water services. Central sewer services are being extended to Richmond. Leitrim has regional water, and Gloucester has

requested the extension of central sewer services to this village. Studies conducted for the Township of Rideau have indicated that Manotick, although listed in the 1974 Plan, can safely be expanded to the population contemplated in the local official plan on the basis of private individual services. (A portion of Manotick is supplied water from a communal well). Munster was developed on the basis of a lagoon and communal wells before the Plan was adopted.

All or parts of some other villages have either communal water or sewer systems, but not both. These communal systems were all approved before adoption of the Plan.

There are two problems with the policy generally prohibiting village expansion on the basis of communal water and sanitary sewerage systems. The first is the vagueness in defining the villages which already required communal systems in 1974 to protect public health and safety ("... and possibly others").

The second problem is the lack of any explanation of the reasons for the policy. One possible reason is cost to the Region (who has responsibility for all water systems and sewage disposal). A servicing study done for RMOC in the early 1970s indicated a high unit cost for communal services in the rural area. Other possible reasons may be environmental.

Review of this policy should begin with an appraisal of the underlying logic. Widespread understanding of the basic reasoning can only aid interpretation and consistent application of the resulting policy.

Country Lots

The policies for country lot developments are much more specific than those for other types of rural residential development. In fact they are amongst the most specific policies in the Regional Plan. They stipulate the land use designations on which country lots may be permitted, recommend a range of lot sizes and include landscape amenity requirements. In all three respects, data collected show that the policies for country lots have not been consistently applied.

The Regional Official Plan intended that country lot subdivisions be developed at net densities ranging from 0.8 hectares per unit to 10 hectares per unit. The standards are applied on average to the subdivision, not to each individual lot. Of the total registered country lots, 36% (397 lots) were less than 0.8 hectares and as many as 78 of these were less than 0.2 hectares in size.

Of the 397 country lots less than 0.8 ha in size, 218 are in two adjacent subdivisions in Nepean. These subdivisions were approved by amendment to the Nepean and Regional Official Plans on the basis of having a central water supply and proximity to a golf course. The 1974 Plan recognizes such recreation and leisure-oriented development as a valid form of rural residential development, even though it has a rather suburban appearance (i.e. it substantially alters the rural landscape). If the country lots in Nepean are removed, only 16% of the registered country lots fell below the 0.8 hectare size. Only 8% of the country lots in draft approved subdivisions and pending severances are less than 0.8 ha in size, which may indicate increasing acceptance of the recommended lot sizes.

The recommended lot sizes may be related to the objective of minimizing the physical and visual impact of development on the rural landscape. In addition, the 1974 Plan clearly states that country lot development shall not create small village

communities. Perhaps there are alternative or additional policies which might be adopted to satisfy these concerns. For example, limiting the number of country lots which may be created in a single location also reduces visual impact and avoids the creation of small villages.

The lot sizes in the 1974 Plan are recommended - not required. It states "under certain conditions densities may fall outside of this range," although the certain conditions are not specified. If this flexibility is desirable perhaps the conditions under which it could be considered be spelled out.

The 1974 Plan states that country lot development shall be located primarily within marginal resource areas. Restriction of country lots to this designation was intended to avoid waste of non-renewable resources and land use incompatibilities, giving priority to rural economic activities of farming and mineral extraction. The creation of country lots in resource designations has already been discussed under Resource Objectives.

The landscape policies in the Plan are based on the objective of minimizing the visual impact of rural residences in order to maintain the rural character of the landscape. While the Plan does not require all country lots to be treed, the policy states that there should be sufficient tree cover and rolling terrain to screen the housing from view. Country lots were not to be located on featureless or sparsely treed sites.

Of the country lots registered between 1975 and 1981, 46% had less than 20% tree cover (more than 20% were on bald land). The equivalent figures for country lots in draft approved subdivisions and pending severances are 25% and 11%. In many instances country lots on sparsely treed sites have been approved with tree planting as a condition.

There has been much disagreement with the restriction of country lot development to treed and rolling sites. Alternative development policies to minimize visual impact and maintain the rural character of the landscape will be considered during the Official Plan review.

Only 30% of registered country lots created between 1975 and 1980 were actually built upon as of August 1981. Apparently there was not the level of demand for these lots that subdividers and developers anticipated. At the end of 1982 it is estimated there were 780 vacant country lots available and an additional 470 draft approved, resulting in a total supply of 1,250 lots. As the average annual rate of country lots being built on was approximately 55 per year, the present supply of lots could accommodate the demand for over 20 years.

CONCLUSIONS

This section has focused on those objectives which best express or are most critical to the intent of the Regional Official Plan as it relates to the scale and structure of rural growth.

The purpose of the report is to raise questions as to the validity of objectives and effectiveness of policies as they now exist in the Plan. The major question raised by this exercise is what is the role of Regional planning in the rural area and how can this role best be expressed in a document such as the Regional Official Plan.

POOR

QUALITY

ORIGINAL

